

Greater Southdale District Plan



*Draft Plan for
Discussion:*

September 5, 2018

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Design Experience Guidelines

Development Review Process

Acknowledgements

City Council Members

James Hovland Mayor
Mary Brindle
Mike Fischer
Kevin Staunton
Bob Stewart



City Planning Commission Members

Jo Ann Olsen, Chair
Ian Nemerov, Vice-Chair
James Bennett
Sheila Berube
John Hamilton
Steven Hobbs
Susan Lee
Gerard Strauss
Todd Thorsen
Tanner Jones, Student
Anand Mittal, Student

Work Group Members (Volunteers)

Michael Schroeder, Co-Chair	John Hamilton
Colleen Wolfe, Co-Chair	Don Hutchison
Steve Brown	Jim Nelson
Julie Chamberlain	Ian Nemerov
Chris Cooper	Jo Ann Olsen
Peter Fitzgerald	Amy Wimmer

City of Edina

4801 W. 50th Street, Edina, Minnesota, 55424

Cary Teague, Community Development Director
Kris Aaker, Assistant City Planner
Emily Bodeker, Assistant City Planner
Mark Nolan, Transportation Planner

Consultant Team Members

William Smith, Biko Associates, Inc.
Dan Cornejo, Cornejo Consulting
Janna King, Economic Development Services, Inc.
Haila Maze, Bolton & Menk, Inc.
Tim Griffin, Griffin Design, LLC

Dan Edgerton, ZAN Associates
Faith Xiong, ZAN Associates
Coal Dorius, ZAN Associates
Mic Johnson, Architectural Field Office
Sarah Crouch, Architectural Field Office

Greater Southdale District Plan

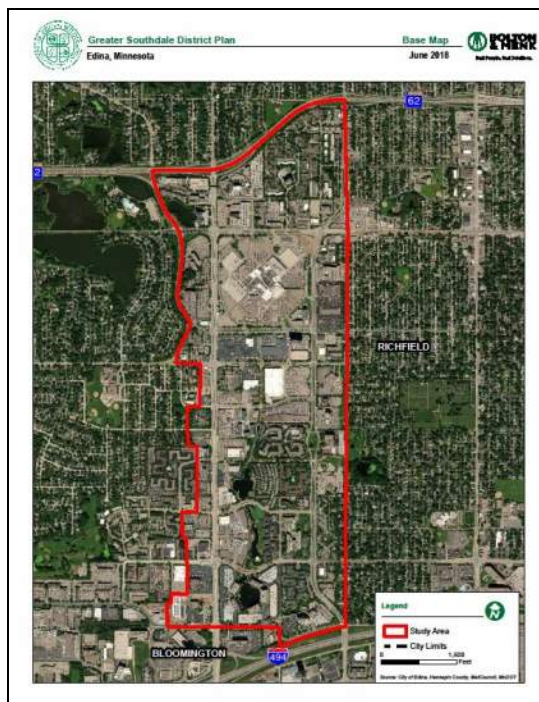


Chapter 1 Introduction

1. Introduction

Why was the Greater Southdale District Plan prepared?

In Edina's 2008 Comprehensive Plan, the Greater Southdale area was identified, along with several other commercial-residential areas, to have the potential for significant change, development, and redevelopment. The Greater Southdale area continues to experience significant change, which is expected to continue for several decades.



The Greater Southdale area is bounded by Highway 62, about one block west of France Avenue, Minnesota Drive, and Xerxes Avenue.

In 2015, as a result of a redevelopment proposal at 7200 France Avenue, City Council requested a Work Group be created to develop a tool to guide decisions of the Planning Commission and City Council related to Comprehensive Plan Amendments and development in the Greater Southdale area. The Work Group was composed of six members appointed by City Council and six members selected by the community. Its charge included addressing future land use and design for parcels throughout the 750+ acre Greater Southdale area. As the Greater Southdale Area Work Group deliberated influences on the Greater Southdale area, complementary directions related to the Pentagon Park area were also framed.

Over a three-year planning process, the Work Group, with the assistance of City staff and planning and design consultants, prepared this Greater Southdale District Plan and accompanying Design Experience Guidelines.

The Greater Southdale District Plan was prepared as a framework to guide change and growth over the next ten years, and in the decades beyond. The Plan builds on the district's assets while charting a new more urban and connected vision to create a more livable, even more prosperous, mixed-use district in which to live, work, shop, play, learn and feel part of the community. The Plan recognizes Greater

Southdale's metro context and regional importance in providing a greater share of Edina's future residential, employment and commercial growth. It will also support higher intensity development in energy-efficient sustainable configurations.

This Greater Southdale District Plan:

1. Provides a vision for where Edina wants the Greater Southdale District to be over the next several decades.
2. Articulates aspiration statements for desired outcomes in the evolution of the Greater Southdale District into the future.
3. Provides goals and policies for the long-range planning direction for managing and shaping growth and change over the next ten years, and in the decades beyond.
4. Provides the policy basis for Design Experience Guidelines which are not included in this Plan, but are a supporting document to be referenced in the preparation of development and redevelopment proposals and by the City in the development review process.
5. Guides public investment decisions to expand district services and facilities to respond to this growth and change, and to facilitate the sustainable and green infrastructure that organizes and connects all uses and development.

Why is the Greater Southdale District important to Edina?

We want the Greater Southdale District to present a more welcoming environment for all current and potential residents, workforce population and visitors, while developing a sense of belonging and community, consistent with our desire to remain a relevant, competitive and progressive city.

The Greater Southdale District already has significant assets. We want to build on them to create walkable and compact sub-districts that generate less driving and more walking, biking, and transit-riding, more efficient and less-costly infrastructure, and spreads the tax burden among more households and business properties.

In a very competitive marketplace, compact, mixed-use and sustainable development strengthens Edina's appeal to broader demographics, increases housing choices for existing and new Edina residents, especially empty nesters and millennials, and provides a variety of options for new workers and new business investment.

City of Edina Policy foundation for the District Plan

In 2015, around the same time that the Greater Southdale Work Group was created, the Edina City Council adopted **VISION EDINA – Strategic Vision and Framework**, the outcome of a broad-based community engagement and visioning process conducted between September and December, 2014.

EDINA'S VISION STATEMENT

Edina holds a well-earned reputation as a city of choice. It is the model of a successful, mature, and progressive urban community, that strives to lead in a modern and evolving world. We maintain our heritage and attractiveness, and afford our residents the highest quality of life, while actively embracing the future.

VISION EDINA describes key features that define Edina's future, as well as stating strategic focus area, issues, and actions. **VISION EDINA** is the key foundation element for the Work Group's explorations for the Greater Southdale area.

Other foundation documents referenced in the planning process included **Edina Living Streets Plan 2015**, **Edina 2015 Quality of Life Survey**, **Edina Affordable Housing Policy 2015**, and the **Edina Park, Recreation, Trails Strategic Plan**.

Planning Process: How we got here

The Greater Southdale Work Group presented a work plan to the City Council that outlined a four-phase planning process:

- Phase 1 (2015) resulted in a set of **Working Principles** intended to guide the Work Group's planning of the Greater Southdale Area. The City Council adopted the **Working Principles** as interim guidance in reviewing development and other proposals for change, and to begin setting a tone for expectations of evolution in the study area.
- Phase 2 (2015-2016) was directed to a framework that demonstrated how the Working Principles might be operationalized. Phase 2 deliberations culminated in the report **Re-Visioning the Southdale District** which set forth a graphic vision for preserving, energizing and adding development in the study area. It produced a framework for a more holistic approach to new development.
- Phases 3 and 4 (2017-2018) focused on translating the framework vision into the **Greater Southdale District Plan**, with reference to broader policy directions not only on land use, urban design, and regulatory guidance, but also on economic vitality and competitiveness, transportation, parks, district services and facilities,



sustainability and water resources infrastructure. Also, the **District Plan** is intended to clarify the unique social and economic role for the Greater Southdale District. **Design Experience Guidelines** were also prepared.

During the three-year planning process, the Greater Southdale Area Work Group met twice a month to research, explore, deliberate, propose, refine, and recommend directions. All of their meetings and work sessions were open to the public and included a public comment period. In addition, there were many progress reports to meetings of the Planning Commission and City Council. There were also two Open Houses.



Although there was general consensus regarding the need to shape and manage the growth and changes in the Greater Southdale District, including the concept of placing additional development densities and mixed land uses close to transit, as well as the emphasis on a high-quality pedestrian-oriented public realm, there was some localized concern from some residents regarding the specific locations and types of development along the transitions in the areas west of France Avenue. At the same time, others were concerned that the proposed Plan needed to be more assertive in seeking change to adequately address potential increases in traffic and parking demand and housing choice and affordability.

Relationship to the Edina Comprehensive Plan

Edina's citywide Comprehensive Plan is a framework for shaping future growth and change, protecting and advocating what Edina values, and clarifying the relationships between the community, its neighboring municipalities, and the Twin Cities region. The City, through the process of engaging the community in area planning processes focused on areas more susceptible to potential change, prepares area or district plans that give greater and more specific guidance for those areas.

The Greater Southdale District Plan was prepared as a framework to guide change and growth over the next ten years, and in the decades beyond. The Plan builds on the district's assets while charting a new more urban and connected vision to create a more livable, even more prosperous, mixed-use district in which to live, work, shop, play, learn and feel part of the community.

While the Greater Southdale District Plan reflects the vision of future development that responds to the unique character of this district, the Plan should be interpreted within the context of a citywide perspective as articulated in the goals and policies of the Edina Comprehensive Plan.

The final draft Greater Southdale District Plan will be considered for adoption by the Planning Commission and the City Council at public hearings in 2018.

Greater Southdale District Plan



Chapter 2
Vision and
Aspirations:
This is what
we want

2. Vision and Aspirations: This is what we want

Throughout the three-year dialogue of the Work Group on the future of the Greater Southdale District, they identified the tremendous assets that not only defined its historic evolution, but explored how they could be re-positioned to be building blocks going forward. They discussed the legacy and impact of the incremental decisions of the private sector in responding to market demand for commercial and residential development, and by the public sector in providing complementary infrastructure, always done in consultation with each other and often in public-private partnerships. They also recognized the heightened pace of development interest and activity in the Greater Southdale District as the socio-economic profile of Edina and the Twin Cities metropolitan area created new and different market demands for a more experienced-based compact and complete living and working environment, one that was rich in amenities and services.

Early on, the Work Group devised **Working Principles and Supporting Questions** to be used by developers in preparing development proposals and by City staff, the Planning Commission and City Council in their review of development proposals.

Later, with the assistance of design consultants, they produced **Re-Visioning the Southdale District**, a graphic vision for preserving, energizing and adding development in their study area. This document was added to the guiding references for preparing and reviewing development proposals. Throughout these activities, mutual learning by all parties led to the realization that the public realm, the spaces between the buildings, the streets and sidewalks, the parks, and the public infrastructure is the framework around which everything grows. The best public spaces encourage and support diverse urban experiences.

Out of these explorations came draft **Design Experience Guidelines** which organizes and explains all the facets of district-wide and development specific urban design considerations, all focused on helping the City government and private interests make the public realm their shared interest.

In the efforts to translate the design framework into the **District Plan**, the Work Group addressed the needs of people of different life stages, income levels, and abilities, how a concentrated urban form where jobs and services are located close to housing also supports healthier lifestyles, how continued innovative daylighting of storm water management could form a blue-green amenity as the structuring-element in a park and trail system, and how living and working close to transit in a pedestrian-friendly, amenity rich environment reduces the need for a car and for so much land area to be devoted to car use and parking.

The Work Group laid out the following Vision Statement as well as their Aspirations for transforming the Greater Southdale District into a more walkable, livable, and sustainable complete community with a well-designed mix of housing types, job space, shopping and entertainment, parks and local gathering places, and community facilities.

The Vision Statement and Aspirations are not just an introduction to the District Plan. They are an articulation of the values that give direction to this Plan's goals and policies. These declarations illustrate that the District Plan is not so much a blueprint, but rather a compass. The District Plan is a guide to

evaluating options, for making choices and decisions, and for taking actions on future change in the Greater Southdale District.

Together, these declarations say: This is what we want.

Greater Southdale District Vision Statement

We envision a vibrant, forward-looking and people-filled Greater Southdale District, organized around dynamic streets, engaging parks and public spaces, and well-conceived and enduring buildings. We anticipate transformation through a 50-year arc of innovation, collaboration, and new introductions, expanding on ideas that set a path of invention more than 50 years ago when the Dayton's first imagined a shopping mall as a center for the community. In all of this, we see the best measure of success as the experiences people share in the Greater Southdale District.

We welcome change on our terms. Our vision shapes inevitable growth through a healthy mix of uses, intensities that fill public spaces with human activity, and compatibly scaled buildings, streets, and transitions. We imagine new promenades that bridge nearby neighborhoods with the life of the district, where those seams become places of lasting value. We imagine beautiful outdoor spaces for play, socializing, and respite while accommodating the functional needs of new development.

We reward innovation leading to extraordinary places and experiences. As new development is introduced, we recognize that new investment must be matched by efficient, progressive, and sometimes pioneering district infrastructure. We imagine new civic facilities throughout the district, drawing together the whole of the Edina community and becoming special focal points for the new neighborhoods of the district. And when we collaborate to create these places and experiences, benefits are directed to the community and to our partners so that, together, we all succeed.

We're embarking on 50 years of well-paced steps, with each one more clearly blazing the path toward the future of the district. We aim to achieve evolution through guidance that delivers community benefits as a natural outgrowth of great private development. We imagine a new way of considering "fit" that starts with people and the spaces they will occupy. Our vision requires imagination, forethought, iteration, not a small amount of courage, and truly constructive dialog. But it's only through those actions that we might fully realize an evolution perpetuating the vision that sprung from a farm field to become an Edina icon.

Aspirations

Aspiration #1

Imagine Greater Southdale District evolution organized around human activity, with vibrant pedestrian-focused streets, beautiful parks and public spaces, and endearing and enduring buildings where:

- A sense of invention is expected from new introductions, both public and private, that build on the district's spirit of innovation.
- Its role as regional and local center for living, shopping, working, learning, entertainment, hospitality, and medical services is enhanced.

- Ways in which other Edina neighborhoods, near and distant, benefit from investment in the district and the evolution of each parcel.
- Investment in the public realm is reflected by a commensurate investment as private parcels evolve.
- Public and civic services accommodate a growing and diverse district and community population.
- Transitions at the district's edges recognize compatible use and scale and neighboring uses are perpetuated on their terms.



Aspiration #2

Make the Greater Southdale District the model of healthy urban living where:

- The district's form encourages healthy living habits, particularly through walking.
- The design of buildings and spaces, both public and private, attract the widest possible range of the district's population.
- Storm water is a valued resource by making it part of the experience of the district.
- Emissions and pollutants are mitigated through the introduction of significant tree canopy and limiting idling vehicles on streets, creating a more inviting walking experience along the district's streets.
- Sustainable solutions result in a stock of healthy buildings that compel healthy activity for their occupants.
- Public features mitigate impacts of non-local infrastructure, especially to contain the ill effects of adjacent highways.

Aspiration #3

Invent sustainable infrastructure matching the district's sense of innovation where:

- Mutually-supportive and forward-looking infrastructure is the norm, looking beyond baseline utilitarian functions of a single site to create a broadly supportive district infrastructure.

- Infrastructure aligns with the creation of public space in the district, sharing space and resources that result in compelling, attractive and high-functioning civic spaces.
- Care for and perpetuation of public infrastructure anticipates daily human activity in all seasons.



Aspiration #4

Create neighborhoods of activity within the broader mixed-use patterns of the district where:

- Logical boundaries based on reasonable walking distances are established, with major streets as seams binding the activity of each side into an inviting and accessible public space.
- Focal points of public activity are found within each neighborhood.
- Unique services are distributed through the area but highlight the presence of key community facilities in the fabric of its neighborhood.
- Core services are delivered within each neighborhood or in an adjacent neighborhood.
- Neighborhoods are linked along street and park corridors highlighted by visible human activity.

Aspiration #5

Offer a spectrum of living opportunities distributed in each part of the district where:

- Housing orients to a variety of incomes in each building in the area.
- Ownership options constitute a significant portion of the living opportunities in the area.
- “Missing middle” living opportunities allow Edina residents to consider relocating to the district.
- Buildings for living strongly orient to the public spaces of each neighborhood within the district.

Aspiration #6

Expand significantly the number and extent of parks and public spaces where:

- Opportunities for the introduction of another large signature public space complement the programming and activities available at Centennial Lakes.
- An extension of the Promenade to Strachauer Park links neighbors and activity to the district.
- East and west promenades create movement corridors for pedestrians and bicyclists and serve as vital places for a transition between neighborhoods and the district.
- Parks and publicly accessible spaces are clearly visible and directly accessible from the public realm.
- Spaces for visible human activity and occupation, either public or publicly accessible, occur on every block.



Aspiration #7

Encourage district evolution based on incremental change and the creation of a great pedestrian experience where:

- A basic framework of streets and blocks encourages pedestrian activity and well-considered buildings.
- A rich variety of public or publicly accessible spaces are woven into the experience of the district.
- Sites and buildings support a pedestrian experience first, with storage of cars considered last.
- Development on sites links to streets and to each other to create continuous, safe, and inviting pedestrian experiences.

Aspiration #8

Build (or plan for) a street network encouraging pedestrian movement across and through the district where:

- Walkable block lengths are the baseline framework for development.
- Enhanced and more frequent street crossings facilitates pedestrian movement.
- Wide landscaped boulevards encourage pedestrian activity and create a distinct district signature.

- Community corridors within and extending well beyond the district enhance bicycle and pedestrian access while accommodating vehicle traffic on pedestrian terms.



Aspiration #9

Imagine transportation in the district where:

- Cars are not the focus and streets accommodate more than vehicles.
- Major streets balance access and mobility.
- Some streets serve as community corridors, linking to other community destinations with features that allow for movement in addition to cars.
- Transit is a baseline service, both within the district and to non-Edina locations.
- Transportation recognizes trends, including autonomous vehicles and a time when parking structures aren't needed for public parking

Aspiration #10

Expect the delivery of high quality, well-designed buildings and sites where:

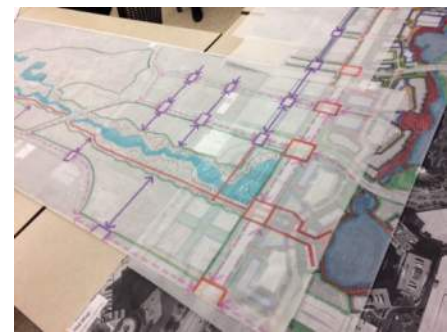
- Spaces on sites are considered for people first, including connections between sites; then the ways structures are placed; and then places to store cars are found.
- Visible human activity is prominent and integrated at every site.
- People are brought to the streets via major building entries oriented to major streets.
- Storm water remains visible, allowing it to become a central part of the experience of each site.



Aspiration #11

Frame development guidance for evolution where:

- Development review includes the desired experience, not solely quantitative thresholds.
- Accommodation of adjacent and near parcels are considered in the evolution of a single parcel.
- Early reviews focus on ideas, patterns and relationships, not specific and engineered plans, with that part of the review process based in dialog, not presentation and reaction.
- Demonstrations of quality and especially quality from a long-term perspective are baseline considerations.
- Collaboration leads to a superior result, with the community's expectations clearly framed as part of the deliberation.
- Flexibility is not a right, but rather the natural by-product of a fair exchange for benefits, collaboration, and innovation in development.



Greater Southdale District Plan



Chapter 3 District Profile

3. District Profile

Overview

The purpose of this chapter is to provide an overview of existing conditions that impact this plan. This includes demographic and economic data, a summary of past planning efforts, and larger trends that are impacting growth and change in the Greater Southdale area.

Main Ideas:

The Greater Southdale area has the following characteristics:

- A growing population with lower incomes, compared to the citywide average
- Households mainly comprised of people living alone
- Housing stock predominantly built in the 1970s and 1980s
- Predominantly large multi-family housing developments
- Job center with retail businesses and services, attracting commuters from other cities
- Lower valued single family homes and comparatively higher valued multifamily housing

This collection of information suggests a population of more modest means, compared to Edina averages, reflecting the fact that many residents are seniors. The predominance of business options provides several job opportunities, resources, and amenities for the area's population. This area has the potential to be a "community within a community," serving both residents and regional shoppers through connected, continuous, mixed use developments and transportation networks.

Key Takeaways:

Existing plans and studies identify the following key goals and objectives that are particularly important to the Greater Southdale Area:

- An area for living, working, and playing with a mixture of land uses and amenities
- Multi-modal travel options, specifically pedestrian and bicycle facilities
- Affordable housing options
- Creating places for residents at all stages of life and encouraging the intergenerational spaces

Study Area

The Greater Southdale District Plan study area covers a little more than 1.1 square miles of land. It is bordered on the west by development along France Avenue South, on the east by Xerxes Avenue South, on the north by MN Highway 62, and on the south by Interstate 494 and Minnesota Drive. This area is known throughout the region as a shopping and employment destinations, with a significant concentration of retail and office uses. In addition, there are multiple apartment buildings and condominiums, senior living facilities, and portions of Edina's older neighborhoods within the study area. **Figure XX** shows the study area.

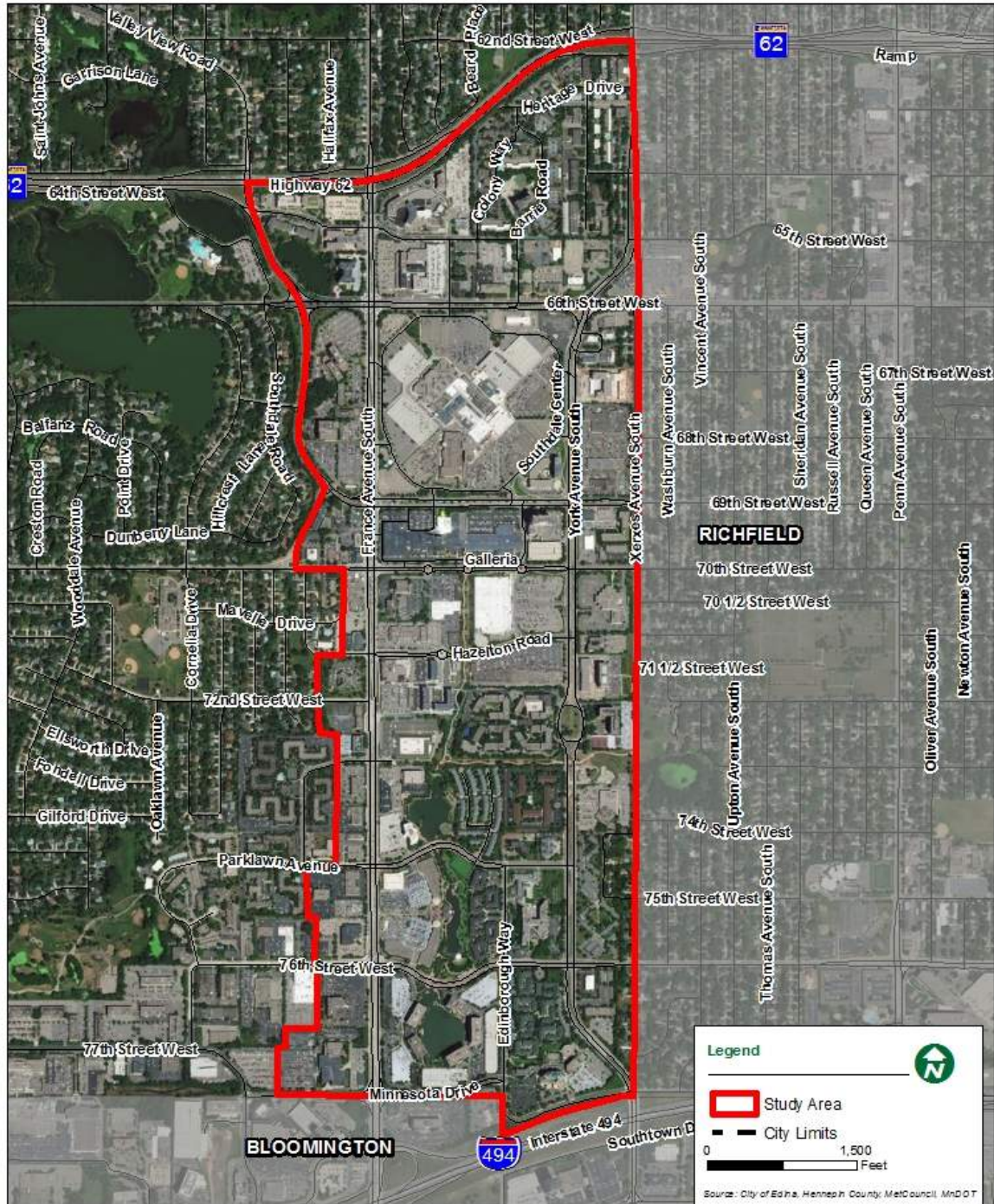


Figure 1: Greater Southdale Small Area Plan Study Area

Existing Plans, Policies, and Studies

Edina Comprehensive Plan (2008)

The 2008 Comprehensive Plan serves as the city's primary policy document guiding future growth and change, until replaced by the 2040 update. Among other things, this plan initiated the process to complete a series of small area plans for targeted areas – including the need for a plan for the Greater Southdale area. It emphasized this as a way to address developing land uses and community character.

The plan also established goals for affordable housing, pedestrian and bicycle networks, and park renovations, including Pamela Park. It discussed transit potential in the city, with many options passing through or being focused in the Greater Southdale area, given the high concentration of housing and businesses. These goals and ideas are part of ongoing discussions as part of the 2040 Comprehensive Plan update and the Greater Southdale District Plan.



Quality of Life Survey (2015)

In 2015, the City of Edina conducted a Quality of Life Survey to determine what residents like about the City and to identify areas for improvement. Residents noted the need for improved walking and biking facilities and transportation choices and expressed concern about increased costs of living. The need for a range of housing options, including affordable housing, was also discussed. The Greater Southdale area contains the most potential in the city to accommodate additional housing options, particularly higher density ones, to meet this demand.



Living Streets Plan (2015)

The City's Living Streets Policy is informed by its Living Streets Plan, which provides guidance on street design, traffic calming, bike facilities, landscaping, and lighting. It also includes best practices for community engagement during a street design process. Based on road classification, it sets standards for road cross sections, multimodal facilities, and design features. The intent is to provide for multiple modes of transportation, reduce environmental impacts, and to focus on quality of life aspects and community identity. Streets should be safer, healthier, provide more choices, and have economic and environmental benefits. This applies to virtually all Southdale area streets.



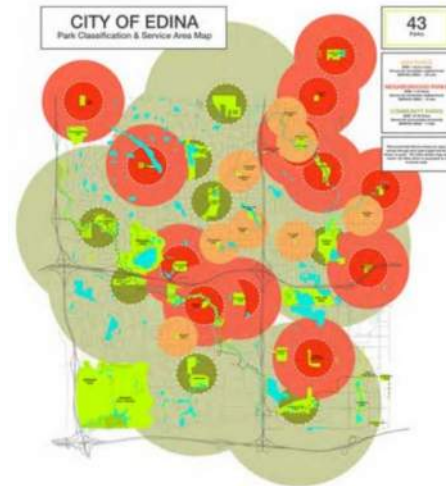
Affordable Housing Policy (2015)

Edina passed an affordable housing policy in 2015, focused on maintaining a diverse population base and providing housing choices for people living and working in the city. It set in place requirements on

providing affordable units as part of multi-family developments with 20 more units requiring rezoning or a comprehensive plan amendment. The requirement was set at 10% of livable area being classified as affordable for a specified period of time, though it is possible to waive the policy if another agreed-upon benefit to affordable housing (such as a fee in lieu) is provided instead. Recognizing that that affordable housing is created through a partnership between the City and developers, it directs the use of incentives to produce affordable housing, including density bonuses, parking reductions, Tax Increment Financing (TIF), deferred low interest loans, tax abatement, and flexibility in application and enforcement. Although goals for affordable housing apply citywide, opportunities for larger scale (20+) unit developments are primarily in change areas such as the Greater Southdale District.

Park, Recreation, and Trails Strategic Plan (2015)

The main focus of this plan was to identify ways to make Edina's Park and Recreation amenities multi-generational, serving all residents and encouraging socialization. It recognizes that the aging population is a focus now in and the future, and anticipates residents participating in parks and recreation activities at a higher rate. It introduces innovative and trending activities, recommends more special events and excursions, accommodates and encourages socialization, promotes equity and engagement, and advances environmental and financial stewardship. Goals in the plan include a multi-generational community center and a series of interconnected multi-use trails between parks, which support broader transportation goals in the city.



City of Edina Strategic Vision (2015)

Starting in 2015, the City of Edina developed the following vision statement to guide the future of the city:

Edina holds a well-earned reputation as a city of choice. It is a model of a successful, mature, and progressive urban community, that strives to lead in a modern and evolving world. We maintain our heritage and attractiveness, and afford our residents the highest quality of life, while actively embracing the future.

Defining features of Edina identified through this included: Inclusive and Connected, Built-to-Scale Development, Sustainable Environment, A Community of Learning, and Future-Oriented.

To support this vision, strategic focus areas were identified, including residential development mix, transportation options, commercial development mix, live/work balance, education, population diversity, environmental stewardship, and regional leadership. Conclusions of approach focused on emphasizing common good over personal self-interest and building alignment around future-shaping decisions.



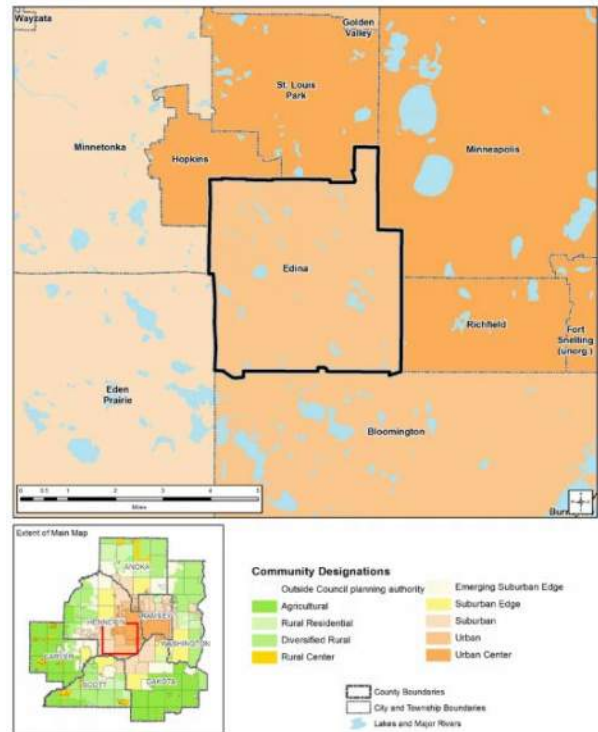
The process was documented through four reports: Community Engagement, Scenarios for the Future, Cities of the Future: Anticipating Trends and Possibilities, and District Profile and Benchmark Analysis.

Metropolitan Council System Statement (2015)

The Metropolitan Council's system statement for Edina is a guidance document for how Edina is expected to grow as part of the larger region, particularly focused on the regional system topics that are under the Metropolitan Council's purview: transportation, water resources, and regional parks and trails.

Area system statements classify communities based on the expected level of growth and change they will see prior to 2040. As part of this, Edina is designated as an Urban community in the metropolitan area. Bordering communities to Greater Southdale have similar or higher intensity designations: Bloomington is also designated as Urban, whereas Richfield is guided as a higher intensity Urban Center.

Edina's Urban designation guides new growth with an average density of at least 10 units per acre, with higher densities (10-60+ units per acre) around transit. Mixed use development, affordable housing, and transit-supportive design are encouraged.



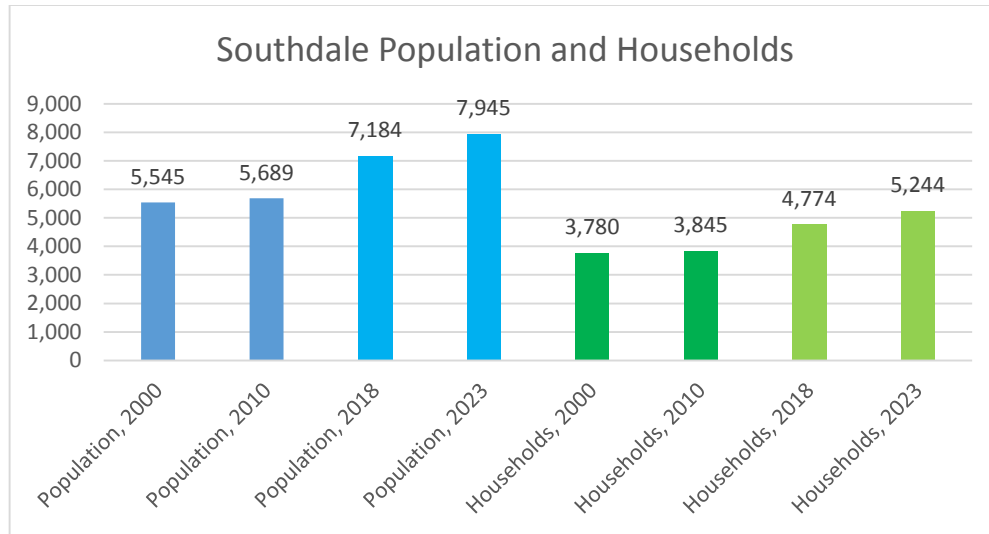
The Metropolitan Council projects the City of Edina to grow by about 3,000 people, 2,000 households, and 7,000 jobs by 2040, many of whom could be accommodated in the Greater Southdale area. The need for affordable housing was also considered, and the goal of about 880 units was set for Edina – many of which could be accommodated in the Greater Southdale area as well.

Demographic Profile

The following data have been compiled for the Greater Southdale study area.

Population and Households

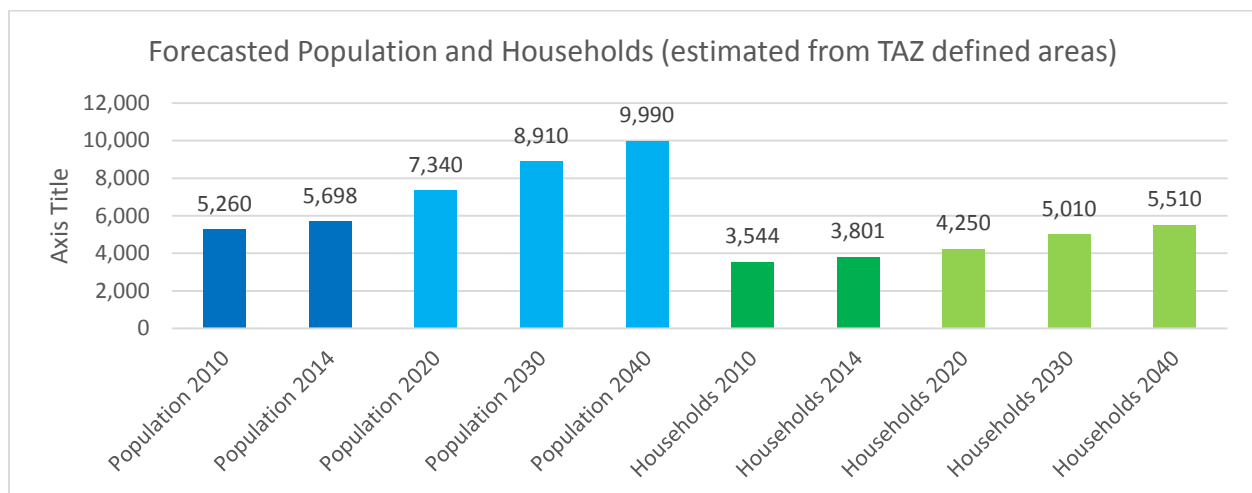
The Greater Southdale has seen significant growth in housing and population in recent years. The population of this area has increased about 25% over the past 15+ years, going from around 5,690 in 2000 to nearly 7,200 in 2018. This is a much faster rate than citywide growth during that same time period, largely in response to greater development opportunity in this area.



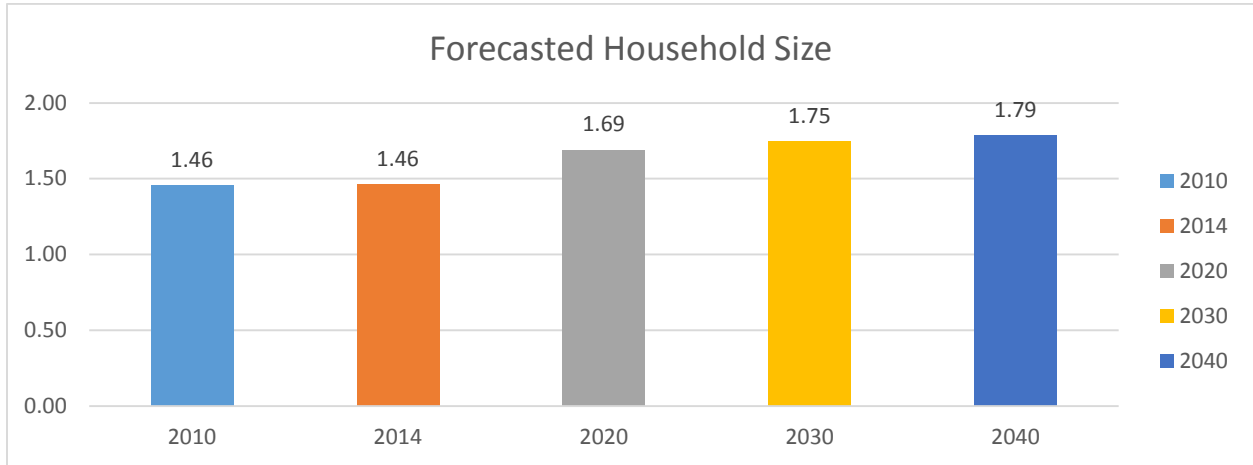
The daytime population in 2018 is estimated at nearly 23,000, including both residents and workers. This is higher than the base population because of the significant amount of employment in the area, which results in a net gain of people during a typical workday. Daytime population is important because it helps support retail and service businesses during the day, such as places for lunch and errands.

Population and Household Forecasts

Population and household projections are also available at the Traffic Analysis Zone (TAZ) level, based on citywide forecasts. While the reliability for small area forecasts like these is lower than for larger areas, it gives a general sense of how much growth the area would likely see by 2040, assuming the Metropolitan Council citywide forecasts are an accurate assessment of overall growth patterns. These projections suggest that by 2040, the population would increase by at least 90%, with households increasing by 55%. This would reflect both a substantial number of new units constructed (around 1,700 – a large percentage of total unit count expected citywide), as well as a change in the housing mix to move away from the predominantly one-person household model common in Greater Southdale currently. This does not reflect the actual growth capacity of the Greater Southdale area, which could be much more significant. This is discussed in more detail in the Land Use chapter.



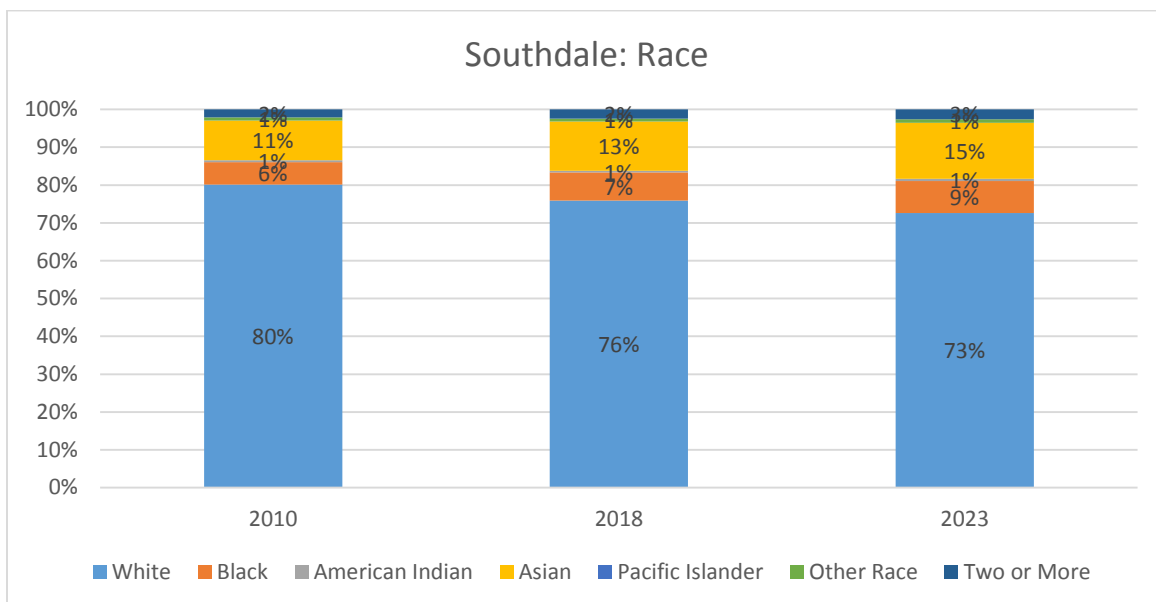
This forecast also assumes growth in household size in the Greater Southdale area. To accommodate the full expected population forecast, household sizes will need to increase from its current low level (less than 1.5, significantly less than the citywide average of 2.3).



Race and Ethnicity

The racial makeup of the population is slightly more diverse than the citywide average, with around 25% of the population currently identifying as being something other than non-Hispanic white, compared to around 16% citywide. The population has become increasingly more diverse since 2010 with the largest gain being among the Asian population, which is also true on the citywide level. Around 2.7 percent of the population identifies as Hispanic/Latino.

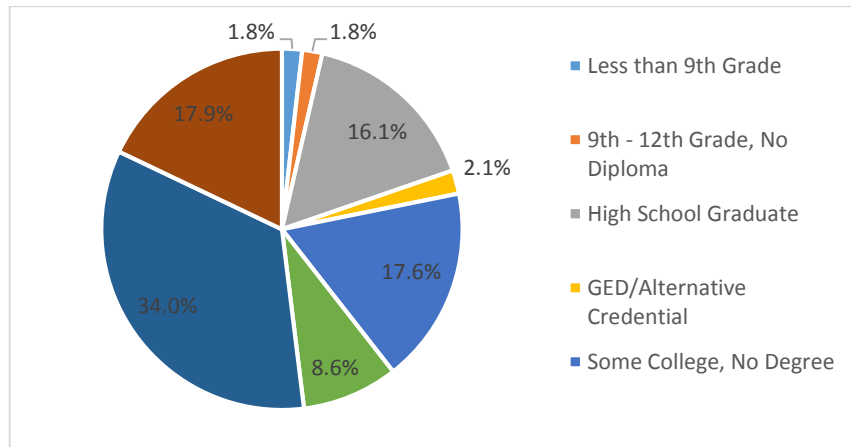
Racial and ethnic diversity have been increasing throughout the region and state. In part, this reflects the fact that many immigrants to the area (both domestic and foreign) tend to be younger on average than the existing population, and have more children. Generally speaking, younger age cohorts are more diverse than older ones.



Educational Attainment

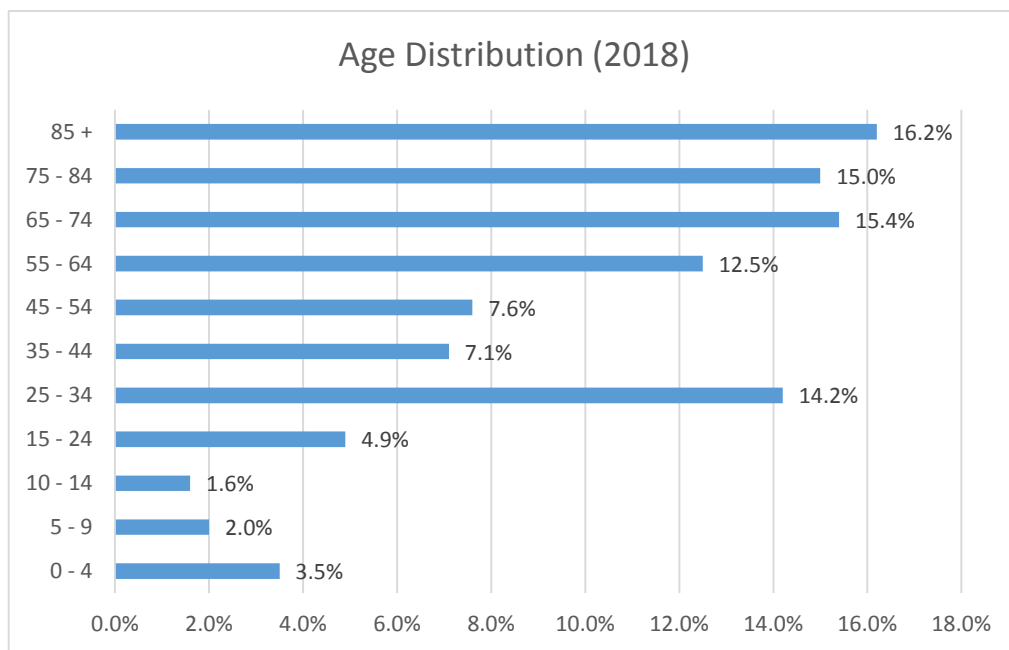
The residents of this area are well educated, with over 50 percent of the population having obtained a Bachelor's degree or higher level of education, and 96% with a high school diploma or higher. However, this is lower than the citywide average of 70 percent having a Bachelor's degree or higher. This likely reflects the relatively high percentage of seniors living in this area, as college level education was much less common in older generations, particularly among women.

In general, the high level of educational attainment in this area is an important economic asset, as it is an indicator of an educated and skilled workforce.



Age and Household Size

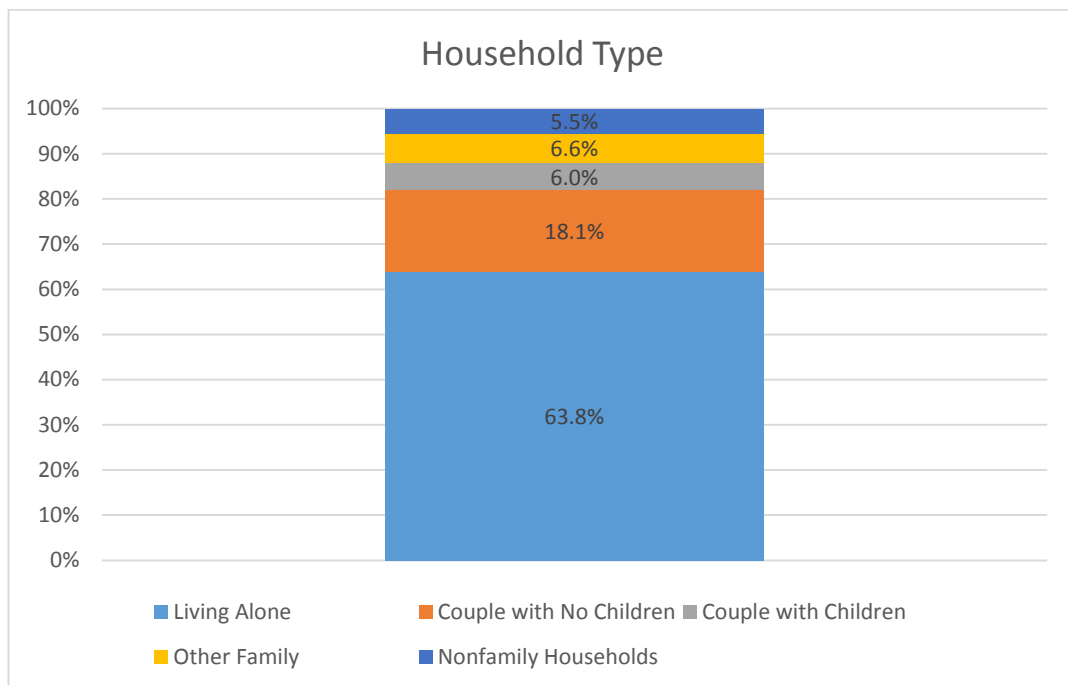
The age distribution of this area is much older than the citywide average. The median age is 62.6, compared to 47.3 citywide. This reflects a higher percentage senior housing facilities located in the Greater Southdale area. There is also a sizable population of 25-34 year olds, likely due to prevalence of apartment buildings.



The average household size is 1.48 persons/household, compared with 2.32 citywide. This reflects both the larger percentage of older residents and the larger population of 25-34 year olds, both of which tend to have smaller households.

Household Type and Profile

The overall household distribution in the Greater Southdale area is influenced greatly by the presence of several large senior housing developments, which typically have very small household sizes. Around 64 percent of households in this area are people living alone, with around 6 percent classified as nonfamily households (unrelated individuals living together). Approximately 18 percent of households consist of couples with no children. Only 13 percent of households have children present, lower than the citywide average, reflecting both the low household size and the higher median age.



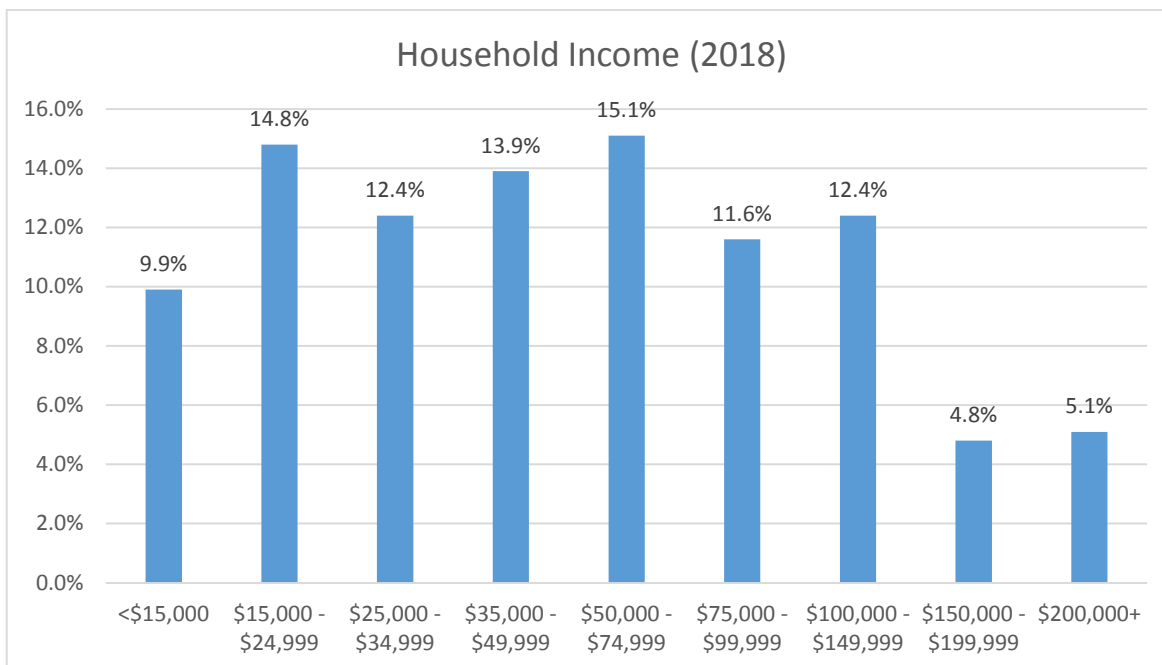
ESRI produces a product of analysis called Tapestry Segmentation, a series of household classifications, based on householder characteristics and preferences. These can be used to guide decision-making around everything from retail demand to community amenities. According to the profile for the Greater Southdale area, the top three Tapestry subgroups represented here are:

- Retirement Communities – Range of housing types with older, smaller households and moderate incomes
- The Elders – Tapestry Segmentation’s oldest market, favoring senior or assisted living communities
- Golden Years – Independent, active seniors nearing the end of their careers or already in retirement. Primarily singles living alone or empty nesters.

Both household type and Tapestry categories reflect the current predominance of seniors as the lead demographic in the area.

Income

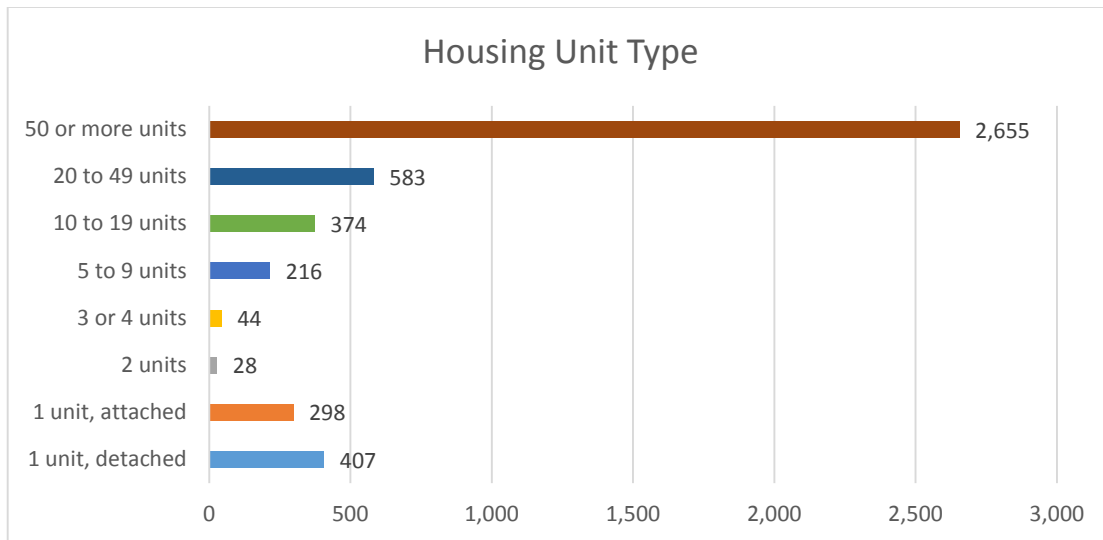
The median household income for this area in 2018 is around \$48,571, significantly lower than the citywide median of \$92,000. This could be attributed to the higher proportion of older residents, many of whom have fixed incomes in retirement.



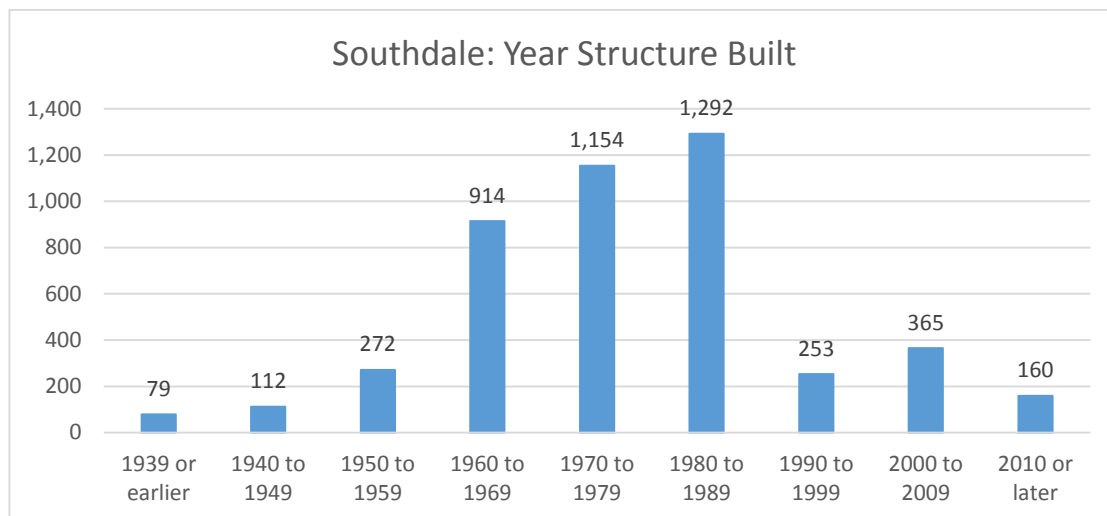
Particularly for people no longer in the workforce, income may not be the best measure of a household's standard of living, which is likely related to household wealth and assets more than income stream. However, this information is often challenging to measure, especially at so small a scale. It's worth noting that the median household income in Southdale is not much lower than the citywide median income in adjacent Richfield (around \$52,000).

Housing Profile

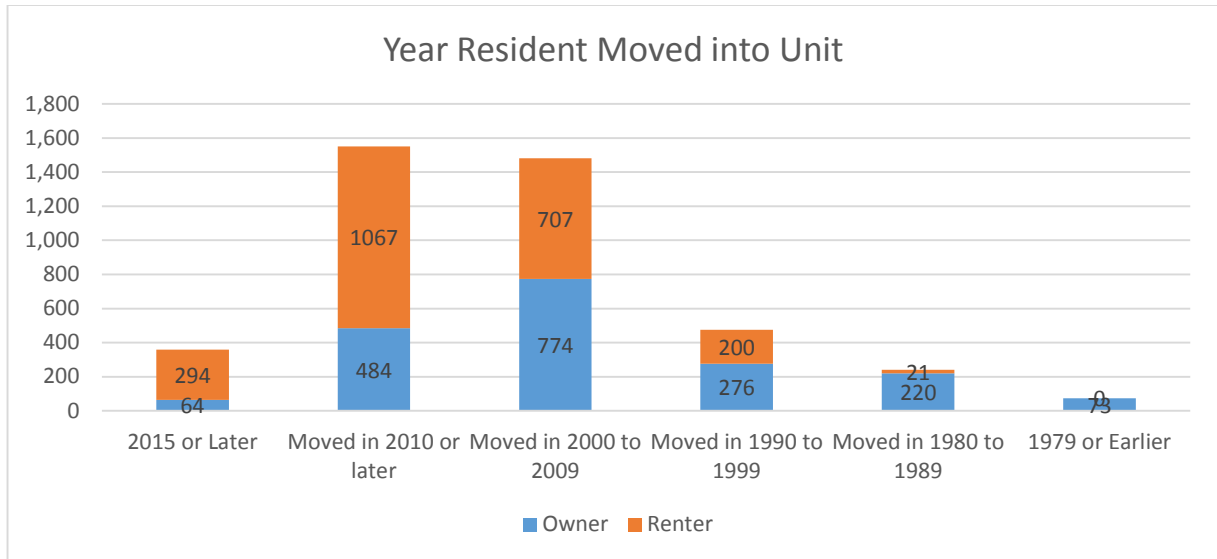
The majority of households in this area (58 percent) live in larger multi-family housing (50 or more units). However, a significant minority lives in smaller scale apartments (12 percent). Given the predominance of multifamily housing, the majority of housing units are renter occupied, with 59 percent of the housing units being rented. In contrast, about 41 percent are owner occupied, which includes a number of condominium units. This proportion is projected to continue into the near future.



The housing stock in this area was built at a steady rate between the 1960's and 1980's, with a moderate amount of infill since then. The median year that structures were built was 1978. This is slightly more recent than the city as a whole.



In contrast to the age of the housing stock, the most residents living in this area (46 percent of those counted) have moved here since 2010. The median year people moved into their homes was 2009, more recent than citywide levels.



The median home value for the Greater Southdale area in 2018 is around \$180,060, significantly lower than the citywide median of \$418,000. This is consistent with the area’s lower-than-average income, and the predominance of condominium units as the main owner occupied housing type, as opposed to single family detached homes.

Conversely, the median rent is \$1,246, higher than the citywide median of \$1,100. This may reflect the fact that a large portion of the multifamily housing in this area is senior living or newer apartment buildings with upscale amenities, and are therefore more expensive than a typical apartment.

Economic Profile

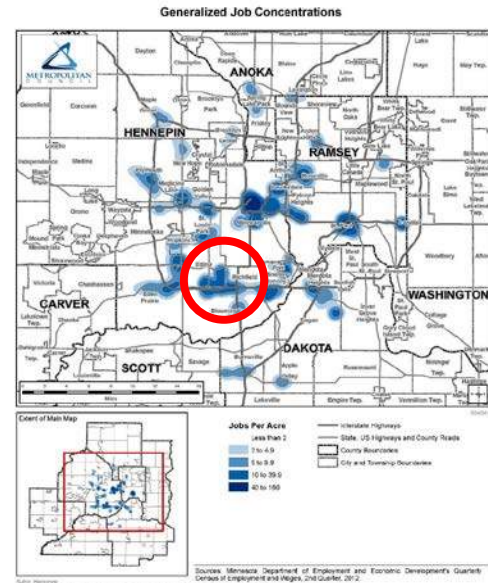
This section provides an overview of employment, jobs, and other economic factors in the Greater Southdale area.

Employment and Retail Center

The Greater Southdale area is classified as part of a regional employment center by the Metropolitan Council. To meet this definition, an area must have more than 7,000 jobs and a density of greater than 10 jobs per acre. It is part of a larger employment area along Interstate 494 in Edina, Bloomington, and Richfield.

Specifically, it is a retail center as well. With over two million square feet of gross leasable area, Southdale and Galleria are classified as “Class A” shopping malls – the most stable and successful of the shopping mall categories.

Along with the Mall of America, Galleria is in the top tier of sales per square foot of retail in Minnesota, at around \$700/square foot. Southdale ranks relatively high at around \$500/square foot, comparable to Ridgedale.

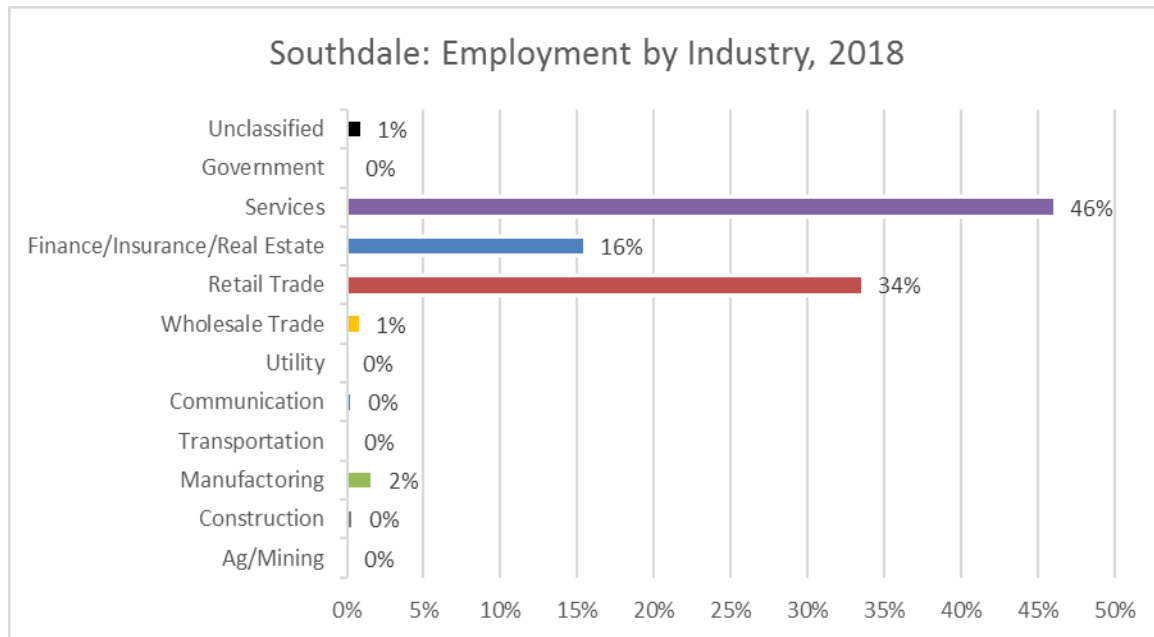


Generally speaking, retail in this area is well positioned and profitable. However, it is not immune to changes facing malls, of which 25% nationally are expected to close in the near future. Shifts in the retail market (discussed later in this section) have introduced uncertainty for even successful centers like Southdale and Galleria.



Industry Mix

The Greater Southdale area has over 1,000 businesses with about 22,600 employees. Compared to the resident population of about 3,950, there is a ratio of 2.87 jobs per resident. This is largely due to the significant service and retail trade presence in this area. Service industries employ 46 percent of the workers in this area, with retail following at 34 percent. Finance, insurance, and real estate is also well-represented in the area, accounting for roughly 16 percent of jobs.

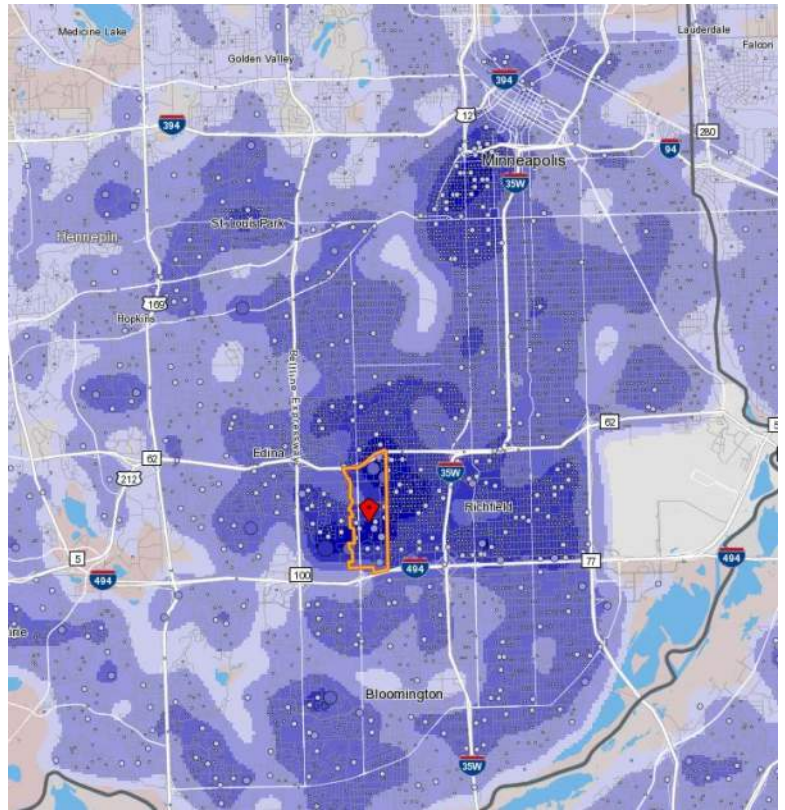


Among the service industries, the largest employer was health services, accounting for over 20% of total jobs. This reflects the presence of Fairview Southdale Hospital, as well as a number of other smaller medical clinics and offices. In retail, the largest employer was eating and drinking places, accounting for nearly 10% of total jobs. In finance, insurance, and real estate, the largest employer was real estate, holdings, and other investment offices (5% of total employment).

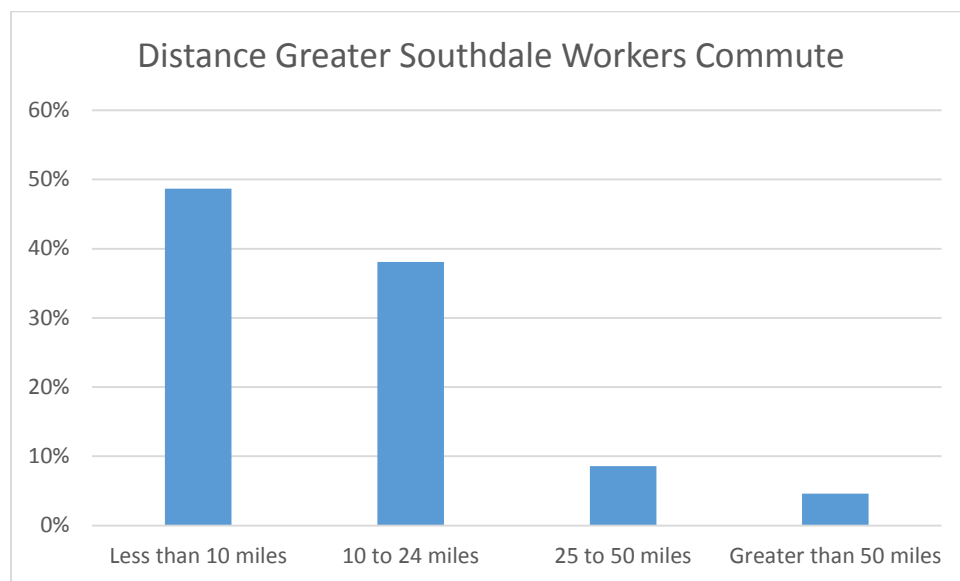
Workers in the Area

According to the Census 2015 Longitudinal Employer-Household Dynamics (LEHD) data, the most common home communities for commuters to Greater Southdale are Minneapolis (13%), Bloomington (7%), Edina (6%), St. Paul (5%), and Richfield (5%). Almost half (49%) of commuters to this area travel less than ten miles to get to work. As shown on the accompanying graphic, there are clusters of commuters in Southwest Minneapolis, eastern Edina, and western Richfield.

Workers in Greater Southdale cover a range of income and education levels, reflecting the diversity of employment in the area. On one hand, retail and hospitality jobs tend to be lower paying and employ younger and less educated workers. On the other hand, health care and financial services jobs are higher paying and require an educated workforce. The distribution of racial and ethnic diversity is fairly similar to that of area residents. Interestingly enough, the workforce is predominantly female (over 70%). This is likely due to the high percentages of female employees typically found in industries such as retail and health care.



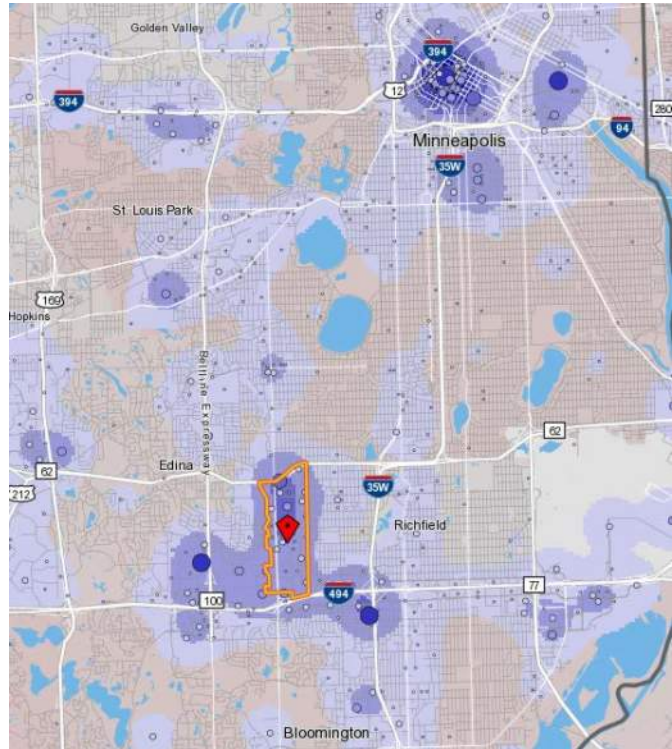
Commute-shed for Greater Southdale Jobs (Source: LEHD)



Employed Residents

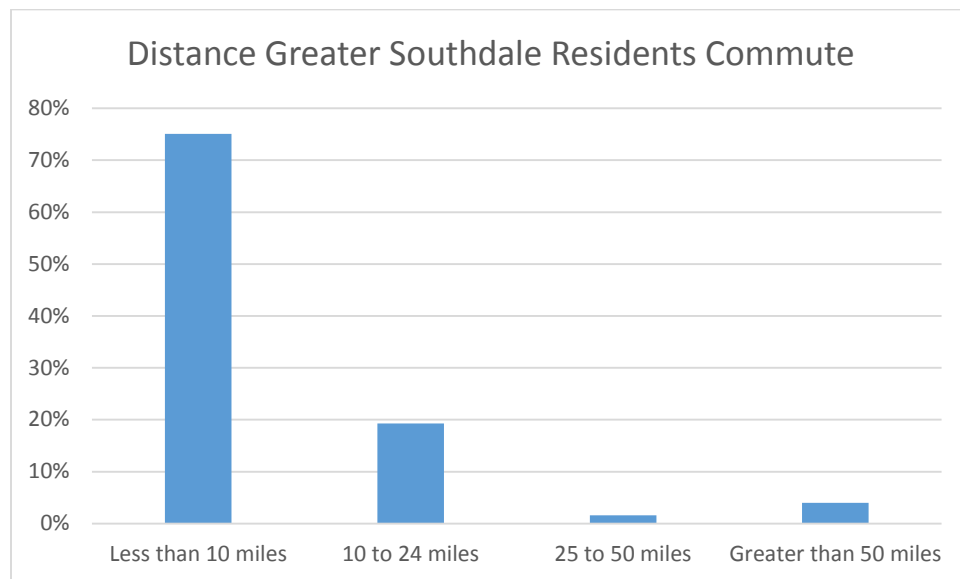
In terms of the employment of Greater Southdale residents, the employment rate is very high – with only 1.5 percent of the labor force identifying as unemployed. Consistent with the industry mix, around 60 percent of area residents work in the service industry. However, residents are less likely to work in retail in comparison to the area’s business mix, and are more likely to work in finance, insurance, or real estate.

In terms of where Greater Southdale residents work, the list is fairly similar, albeit more concentrated: Minneapolis (28%), Bloomington (13%), Edina (12%), St. Paul (5%), and Eden Prairie (4%). As indicated by the closeness and size of these commuting destinations, Greater Southdale residents are well-positioned when it comes to commuting. Around 75% of them commute less than 10 miles to work each way, and over 94% commute less than 24 miles. From the accompanying map of destinations, Downtown Minneapolis appears to be the biggest employment destination outside the immediate area.



Commuting Destinations for Residents (Source: LEHD)

Workers who live in this area tend to be relatively well educated and well compensated, with 31% having a Bachelor’s degree or higher, and 60% making more than \$40,000 per year. Unlike the job mix, the gender balance is more even in the resident workforce.



Themes and Trends

Key Takeaways

- Retail: how and where people shop is changing dramatically
- Office: new definitions of a high end workplace
- Mixed Use: old is new again, with walkable living
- Diversity: the changing face of the area requires intentionality and inclusivity to build connections
- Health: holistic view of how community supports wellness
- Education: flexible ways to keep learning throughout life

Future of Retail

The retail market nationwide is changing rapidly. Changes in online shopping and behavioral changes among customers are having effects on the viability of brick and mortar stores. However, results are not evenly distributed – and for every trend, there is a counter-trend at work. So while some stores are struggling and closing, others are thriving and expanding.

The future of retail is still being determined. However, some key trends are emerging. The focus is increasingly on the experiential aspect of shopping and dining, which encourages people to leave their homes and go out. People are looking for more than just a place to buy something – a task that can be completed online. This has significant implications for the appropriate mix of stores and other uses in the major retail areas in Southdale.

Trend

- New **e-commerce** shopping habits mean less need for brick and mortar stores
- A number of larger retail chains are **closing** multiple stores
- Continued strong presence of **restaurants**
- People increasingly spending time at **home** (e.g. Netflix)



Counter-Trend

- **Amazon's** investment in Whole Foods shows ongoing strength of physical stores
- Store closings could open up potential for **new ones**
- Restaurant business increasing in **take-out and delivery**
- People still spend discretionary income on going out – looking for a **experience**



Future of Office Space

Like retail, how office space is being used is changing significantly. Businesses are now using smaller spaces than in the past. Part of this is due to the need for less storage (with the expanded use of computerized record keeping), but much of it is due to a preference for quality over quantity – choosing places that are smaller, but are higher quality and have more amenities. This is connected with the desire to keep and retain top talent, who are increasingly looking for features such as renovated or new spaces, on-site amenities (fitness centers, outdoor areas, bike storage, etc.), walkable and bikeable areas, and nearby restaurants and shops. Single purpose office campuses are becoming much less desirable in the commercial real estate market. Southdale has the potential to take advantage of this trend by building on its advantages as a relatively compact area with a lot of nearby amenities.

Another office space trend is a growth in coworking office arrangements. These provide flexible work space options for entrepreneurs, people who are telecommuting, freelancers, or others with unconventional workplace arrangements. Places with shared features (common and meeting areas, reception services, etc.) can provide additional support and value.

Mixed Use Communities

Particularly in recent years, there has been a noticeable trend in some areas away from suburban expansion toward moving back to traditional city living, with cleaner and healthier modern enhancements. Developers have responded in kind with major investments in multi-family housing that is near employment centers and on transit lines.

In the case of these communities, there is a premium on walkable and bikeable communities with amenities, shops, and community space. Younger generations in particular have been showing a preference for this over traditional suburban living. There is the potential to create such a community in the Southdale area. However, addressing affordability is crucial, especially since places like Greater Southdale are higher cost areas that keep rents fairly high, which may be out of the reach of younger workers looking for this type of community.

Social Connectedness and Density

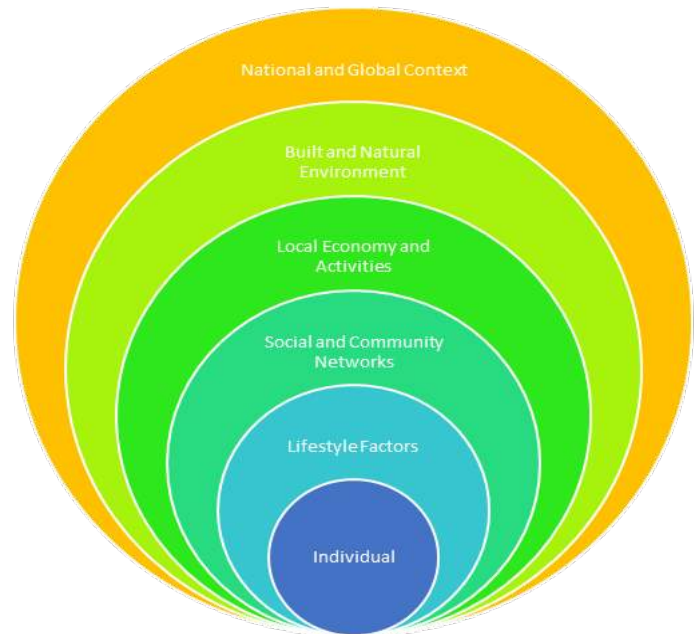
As noted above, the Greater Southdale area continues to become more diverse over time. While the numbers are too small in this area to do a full analysis, it is apparent from looking at larger trends that racial and ethnic disparities continue to persist. This will continue to need to be addressed. At the same time, there is an opportunity to recognize and celebrate cultural diversity and welcome others.

As the community changes, there is a growing need and desire for more public spaces and activities that foster and sense of community and connections between people. There's a related understanding of how these connections can help enhance public safety – both through increased interactions and design.

Holistic View of Health and Wellness

There is a growing understanding of how a holistic view of health and wellness can provide insights into how to plan for a better community with a higher quality of life. A healthy community supports overall physical and mental health, social connectedness, and preventative care. Wellness spaces such as fitness facilities, health care specialists, and spas, are readily available. It also takes into account the need for social connections, with involvement in community through social networks and active living.

The vision for how a community supports wellness is reflective of the unique needs of the population, and will need to change over time. In particular, it should be mindful of how demographic changes will change health needs – such as those associated with an aging population.



Lifelong Learning

The recognition of the value of lifelong learning is another important trend. Particularly as expected lifetimes extend, there is an increasing interest in how to keep a healthy, active mind through continued opportunities to engage in learning.

To meet the needs of the population, there must be flexible opportunities for all to engage in lifelong learning. These may include community based programs, gamification, mentorships, and other structures that allow people to formally and informally participate. Paired with this is a need for public learning spaces to engage in learning and knowledge sharing. These include libraries, community centers, online environments, maker spaces, clubs and circles, and other spaces where people can gather and learn.

Greater Southdale District Plan



Chapter 4 Renewal, Reuse, and Redevelopment Policy Framework

4. Renewal, Reuse, and Redevelopment Policy Framework

What will the Greater Southdale District be like in 10 years, 20 years, the next several decades?

Currently the Greater Southdale District is the largest mixed-use area in Edina and is one of the most successful in the Twin Cities. The district includes a range of office/employment options, destination and specialty retailing, restaurants, entertainment/hospitality facilities, major medical/health care services and facilities, a significant array of housing choices, and high-quality green spaces, most notably in the Centennial Lakes development and the Promenade. The recent decade has seen a dramatic increase in development activity, mostly in the residential sector, but also in new commercial retailing, entertainment/hospitality facilities, and medical/health care services, primarily in locations dominated by large parking lots. This infilling has been characterized by multi-level buildings with structured parking.

As the Twin Cities continues to grow in population, Edina's Greater Southdale District is expected to continue to be a major focus for accommodating this growth. Edina's population is growing as well, with interest by Millennials in being in active urban environments with a high-quality public realm, a concentration of services and amenities, and a diversity of housing types, tenures, and affordability. Additionally, Edina's continued aging of its own population will bring increased development pressures to the district as these residents choose to leave their house but not leave their community. The development community will respond with new senior and assisted living facilities near medical and other community services.

This District Plan is intended to respond to this market demand and development interest by building on past successes. More importantly, this District Plan will guide and shape future growth and change in the Greater Southdale District to transform it into a more walkable, livable, and sustainable complete community with a well-designed mix of housing types, job space, shopping and entertainment, parks and local gathering places, and district facilities.

Together, the seven components in this chapter set out the renewal, reuse, and redevelopment policy framework to guide the social, economic, and environmental development of the Greater Southdale District:

- 4.1 Economic Vitality and Competitiveness
- 4.2 Urban Design
- 4.3 Land Use
- 4.4 Transportation and Mobility
- 4.5 Parks, Open Space, Arts and Culture
- 4.6 District Services and Facilities
- 4.7 Sustainability and Water Resource

4.1 Economic Vitality and Competitiveness

Introduction and Current Context

The Greater Southdale Area is a 750+-acre district developed beginning in the 1950s with two primary anchors.

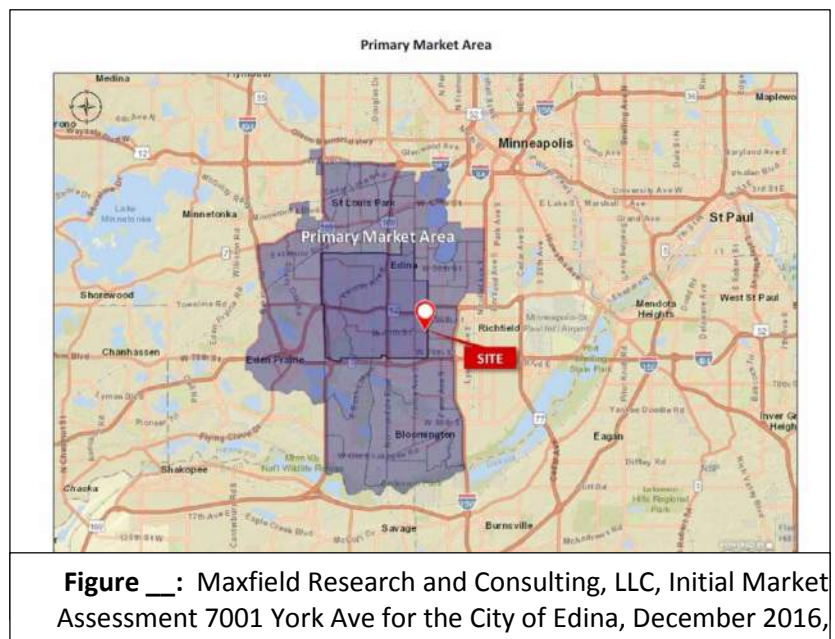
- a regional health care complex anchored by Fairview Southdale Hospital, a 390-bed licensed facility affiliated with the University of Minnesota. It is a Level III trauma center, providing 24-hour emergency services as well as heart, stroke, cancer care and more than 40 specialty services.
- a regional shopping area anchored by the Southdale Center, the nation's first indoor shopping mall, with 1.3 million square feet of leasable space and approximately 120 retail tenants

A 2016 market analysis by Maxfield Research documented a total of 2.8 million square feet of retail space (including Southdale Center) in 21 shopping centers larger than 30,000 square feet, within approximately one mile of Southdale Center.

The Greater Southdale area draws residents from Edina, Bloomington, South Minneapolis, Richfield and other neighboring communities with a robust offering of daily goods, including five grocery stores and five pharmacies (not including hospital or clinic pharmacies). There is a diversity of restaurants as well as a 16-screen cinema with updated amenities.

The area has the largest concentration of furniture and design-related retailers in the Upper Midwest, drawing designers and shoppers from adjacent states. The Galleria, located across the street from Southdale, is an upscale shopping destination, offering exclusive fashion, home, beauty and dining options, which also draws visitors from beyond the MSP region. The concentration of similar retailers (e.g. high-end fashion or furniture/design related showrooms) provides shoppers with a broad selection and an opportunity for comparison shopping in one convenient area. The hospitality sector – dining, entertainment and hotels – complements the shopping experience.

In 2006, the City approved an \$85 million project attaching an 18-story Westin on the east end of Galleria. The Westin includes Residences at the Westin Galleria, an 82-unit property above the 225-room Westin Hotel.



During the period 201_ - 201_, the area attracted new multi-family housing developments with a total of units. Some are mixed use, with retail, dining and other amenities at ground level. According to an April 26, 2018 Minneapolis/St. Paul Business Journal article, there is \$900 million of development projects underway or in the pipeline. More than 900 housing units will be added within a block of Southdale in the next few years, including the 17-story luxury apartment tower to be built on the former Guitar Center site (150 units per acre) just south of Southdale Center.

The Greater Southdale area includes square feet of office space. Notable developments completed or underway include:

- Centennial Lakes, a 100-acre redevelopment of a former gravel pit, features a 25-acre City-owned park. It features a 10-acre lake and a meandering 1.5-mile trail. Office, entertainment, dining, grocery and retail uses are sited along busy France Avenue to the west and residential uses are located to the east, near surrounding residential uses. Centennial Lakes Office Park with 823,221 square feet of office space, developed in 1988, includes access to the amenities of the Centennial Lakes complex, including a mini-golf course, lawn-bowling, ice-skating in the winter and extensive landscaping.
- Edinborough – a 26-acre mixed use development that includes about 400 low-rise condominiums originally aimed at first-time home buyers; a 200-unit high-rise luxury rental retirement residence; a one-acre indoor park; ground floor retail over 100,000 square feet of office.
- Southdale Office Centre, a 23-acre site across France Avenue from Southdale, is undergoing a \$100 million, multi-year redevelopment initiated in 2016. The developer plans to transform the Class B office buildings and surface parking developed in the 1970. The largest office buildings at 6600 and 6800 France will remain. A 75,000 square foot office building will be razed; new construction is expected to include a 155,000 square foot medical office building, a residential tower, two retail buildings totaling 35,000 square feet and either a 125-room hotel or a 105,00 square foot office building, depending upon market conditions.
- Life Time, Inc. is developing a 120,000 square foot health club and co-working space in the former J.C. Penney space at Southdale Center. The integration of co-working with the fitness center, advanced dietary, physical therapy, chiropractic and proactive medical care reflects next generation thinking about wellness and creating a community in which live, work and play are more closely integrated.
- [More detail forthcoming on medical office if available.....]

Trends, Challenges and Opportunities

Retail transformation

The retail industry is experiencing transformation as consumer shopping patterns change to on-line shopping and home delivery. Retail stores and shopping centers are rethinking their role in this rapidly changing environment and exploring ways to successfully adapt. Creating “an experience” that consumers can’t get on-line is critical to generating traffic to support brick and mortar stores. These changes, which are underway globally, are expressed in the closure of some retailers, higher vacancies and turnover.

Research by CBRE, [*The Future of Retail 2030*](#), indicates that a number of technology trends will impact how we make purchases. From a real estate perspective, technology and other trends are expected to have the following impacts:

- Independent stores and food and beverage operators will be more prevalent
- The traditional in-store physical point of purchase will disappear, resulting in fewer employees
- Wellness establishments will grow and there will be a diverse offering of fitness options
- Mundane purchases will be ordered and delivered without traditional “shopping” and consumers will increasingly see retail as a social and leisure experience
- The divide between retail and leisure will blur. Leisure activities including cinemas, food and beverage, bowling, ice skating will bring traffic; retailers will create opportunities for an experience in their stores.
- People will spend money on products, services and experiences, with an increased emphasis on experiences
- Personal ownership of vehicles will be reduced dramatically and fleets of driverless vehicles will reduce the demand for parking

Talent and the workplace of the future

Competition for talent is global. By 2020, the McKinsey Global Institute projects a shortfall of 85 million high and middle-skilled workers. For the MSP region, labor force shortages topping 62,000 are projected by 2020 ([*MN DEED MSP Regional Forecast Overview, November 2017*](#)). The Greater MSP region enjoys a high concentration of Fortune 500 headquarters and privately held, globally leading companies like Cargill. There’s a rich ecosystem of business and professional services and other infrastructure to support these global firms. As the baby boom retires, it is very important for these companies and others throughout the metro area to compete successfully for talent on a national and global basis. An attractive, well-located workplace is part of the talent attraction package. Desirable features include:

- fitness and wellness facilities – including trails



Figure #: Transformation of Shopping Centers
Shopping centers will become simply “centers”.
From CBRE, *The Future of Retail 2030*

- dining and entertainment options
- hospitality, conferencing and meeting facilities that celebrate their location and surroundings as part of being conducive to learning, networking and doing business
- convenient access to a variety of housing choices
- well-regarded schools, training, and higher education options, i.e. lifelong learning focus
- frequent and well-located transit service

Workplaces are changing in response to technology, generational change and economic forces. Since 1970, office space decreased from 600+ square feet per worker to approximately 160 square feet per worker. Technology has driven much of this change and the new generation lives on mobile technology and relates to space differently than previous generations. CBRE's [Workplace Strategy Report](#), October 2014 notes that 30-50% of new workplaces designed for major corporations in Western economies reflect next generation thinking and predicts that in 2030 traditional workplaces will be in the minority. The context of workplaces will be more important, with an increased emphasis on amenities – within and around – to find stimulation, solitude, engaging activities and build a sense of community. The report anticipates a wide variety of spaces - retreat and collaborative settings, spaces that are calm or stimulating, spaces for introverts and extroverts and notes that workplaces will be designed to support health and well-being, with consideration for air, water, light, fitness and nourishment. An emerging emphasis on rediscovering and nurturing authentic local identity and culture is expected to continue.

Trends that create a more desirable workplace are already manifesting in the Greater Southdale area with:

- the integration of more dining and entertainment options,
- the integration of hotel/meeting/conference facilities, condo and residential rental developments,
- the increased focus on pedestrian-oriented environments with the Promenade and attractive outdoor plazas,
- the location of a Life Time Fitness club at Southdale with co-working and a variety of wellness and lifestyle amenities.

Health care as an opportunity

The health care sector is one of the fastest growing segments of the economy nationally and regionally. Growth is expected to continue as the large “baby boom” generation creates an increased demand for medical services. The 65+ population, which typically accounts for the highest per capita health care spending, is expected to grow in Hennepin County by 37% between 2015 and 2025 and by 71% between 2016 and 2040.

Some notable trends for this sector include:

- Many specialty clinics, medical offices and other facilities prefer close proximity to hospital campuses



- In addition to an aging population, investment in new technology will drive facility renovation and new construction
- Cost containment is driving a trend to lower cost delivery settings, including medical office buildings, urgent care and day-surgery facilities
- New payment systems will favor medical office space that creates opportunities for collaboration to help providers minimize costs and maximize outcomes
- Patient recovery in hotels located near medical campuses, removes patients from high-cost hospital beds, while allowing them to conveniently access medical services. Such hotels can also serve family members of hospitalized patients. Several such facilities have been created in the MSP metro area in recent years, including Hilton hotels near Abbott Northwestern and TRIA Orthopedic in Bloomington and a Marriott Courtyard near TRIA Orthopedic in Woodbury.

Medical offices can generate significant tax base and diverse employment opportunities, while providing important services to residents of Edina and the southwest metro. As the retail footprint shrinks and changes in the Greater Southdale area, the growth of the health care sector presents an important opportunity for the community.

Multiple forces of change

Significant changes are underway on a number of fronts – technology, major demographic shifts and related generational needs and preferences, retail transformation, and shifts in transportation modes and automobile ownership patterns. As well, even as digital technology appears to be replacing the need for face-to-face communication, for team-building, motivation, clarity, and accountability, being in the same room still matters to build and reinforce relationships, whether for business or for personal reasons. All these forces come to bear on redevelopment in the Greater Southdale area. Predicting the timing of these changes and how they will interact cannot be adequately anticipated. Consequently, it will be important to build flexibility into design and enhance the capacity of business and property owners and the city to work together to successfully navigate the changes ahead.

Downtown organizations exist in most cities around the country. Many were formed to address the transformation of downtown areas that had been stable and thriving for generations, but were being challenged by suburban malls, offices and the auto-oriented culture and needed to reinvent themselves. Major institutions, property owners, businesses and community leaders participate in organizations like the Downtown Council in Minneapolis, which was formed in 1958 in response to changes underway in technology, demographics, housing, transportation and the retail sector. We are in an era of significant change again. The Greater Southdale area is larger than Downtown Minneapolis. An organization that strengthens relationships and communication, and builds a shared vision, guiding principles and meaningful on-going dialogue could help the Greater Southdale area navigate and shape these forces of changes positively.

Economic Vitality and Competitiveness Goals and Policies

Economic Vitality and Competitiveness Goal #1: Cultivate a welcoming spirit for the Greater Southdale District as a place for multiple generations and a diverse population to shop, work, live, play, learn, meet, and enjoy unique and memorable public places.

Economic Vitality and Competitiveness Goal #2: Encourage ongoing collaboration among institutions, businesses and property owners, and the City, to foster a strategic business mix as the area navigates significant forces of change – including the changing needs of multiple generations, and changes in workforce/workplace, technology, retail, entertainment, housing and transportation.

Economic Vitality and Competitiveness Goal #3: Recognize the significance of the health care and medical technology industries as major employer and service providers to area residents and the significant potential for growth in these sectors. Plan a health care district, including health, fitness and wellness services, that creates an exceptional experience for patients, family members and employees.

Economic Vitality and Competitiveness Goal #4: Promote the development of expanded conferencing, meeting, and training facilities that reflect and take particular advantage of the evolution of the Greater Southdale District into a more active, walkable experience focused around a high-quality public realm, lively public and privately-owned spaces, all framed by enduring and endearing buildings and landscapes.

Economic Vitality and Competitiveness Goal #5: Identify new partners and projects (e.g. in fields of entertainment and education) that will catalyze economic development and foster a more complete community in the Greater Southdale District.

Economic Vitality and Competitiveness Goal #6: Recognize the special opportunity that the Greater Southdale District represents in providing job space in transit-supportive locations. Leverage existing transit services and align planned transit improvements to better support the higher-density mixed-use future of the Greater Southdale District, with a focus on employment centers.

Policy #1: Community Enrichment: Create a welcoming, inclusive and engaging environment for employees, visitors and residents with activities, amenities and gathering spaces for multiple generations and a diverse population.

Policy #2: Greater Southdale Association: Support the creation of an association in the Greater Southdale District that engages major institutions, businesses, and property owners to work together to revitalize the district consistent with the aspirations, vision, goals, and policies in the District Plan.

Policy #3: Health Care Task Force: Convene a health care task force to research the potential growth of the health care sector in Edina and identify and characterize the real estate and workforce implications for redevelopment and revitalization of the Greater Southdale District. Create a vision and a plan to create an exceptional health care district.

Policy #4: Conference/Education Partnerships. Reach out to the hospitality industry and educational institutions to create partnerships to develop innovative and flexible venues for conferencing, meeting and training, with space for exhibitions, events, and other cultural activities

Policy #5: Adaptable Development: Promote flexibility in new development to allow buildings and sites to better adapt to changing market conditions.

4.2 Urban Design

Introduction

Current Conditions

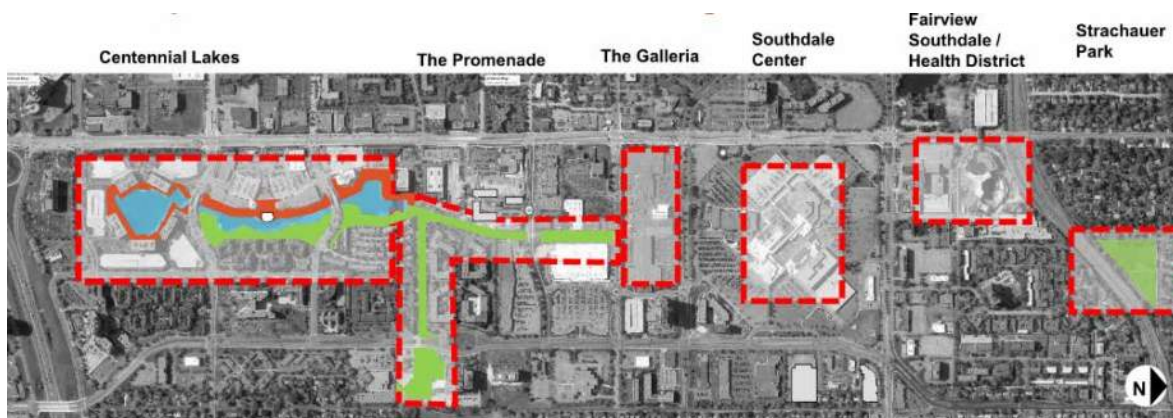
Over the past several decades, the Greater Southdale District has been evolving from the commercially-focused regional center of a largely suburban single-family bedroom community into a multi-faceted vertically mixed-use heart Edina. To continue this evolution into a great urban place and to sustain its economic health over the coming growth cycles, a number of urban design strategies are needed to take the next steps in becoming a more livable and memorable place.

At present, the design of the Greater Southdale area is predominantly organized around the auto – commensurate with the 1950s-1970s era when it was first developed. Blocks are large, and automobiles are predominant, even in areas where there are sidewalks and trails. While there is fairly good transit service, the area is not oriented to capitalize fully on this advantage. Furthermore, building and site design tends to have large surface parking lots fronting on streets in a typical suburban pattern, rather than in a more traditional urban form.

The intent of this plan is to provide a framework for the transformation of this area into a more human-scaled, active, and pedestrian friendly environment. The focus will be on improving the public realm in pedestrian ways, multimodal/living streets, landscaping and open space, and the creation of “street rooms.” Additional standards will apply guide building massing, organization, materials, and public realm development. There will be an emphasis on reducing the visual and physical impact of the car, while still accommodating all modes of travel safely and efficiently.

Character Areas

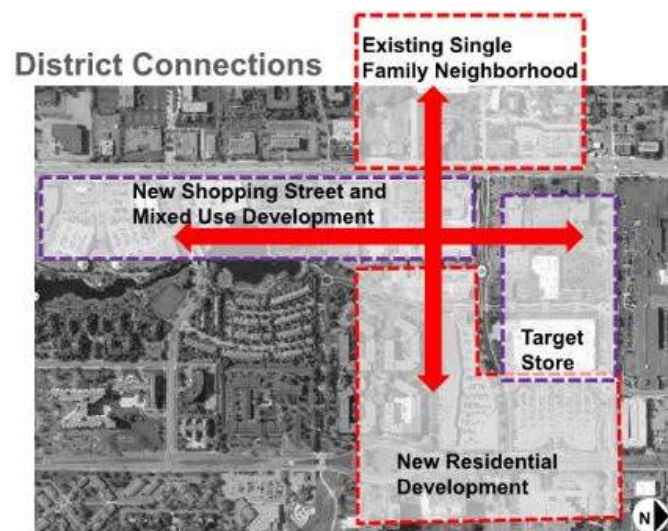
The District Plan will build on and connect the district’s existing assets and use clusters.



Centennial Lakes District. The Centennial Lakes area covers the mixed-use Centennial Lakes development, as well as some potential redevelopment areas nearby. Centennial Lakes represents an early success in creating development around a shared public realm. Building and expanding upon this is a distinct opportunity related to this area of the district. The focus in this character area will be on creating ground-level pedestrian connections between existing Centennial Lakes office and retail development to potential new office development to the west, a new shopping street to the north and residential to the east. Public realm development should create easy and safe pedestrian connections between Centennial Lakes, across France Avenue to potential new office and mixed-use development, and promote interconnections that support an integrated live/work/play community. In addition, the plan proposes a new continuous street between Minnesota Drive and Hazelton Road, linking the district north to south, and setting the stage for a new entertainment and shopping experience that supports the needs of a whole life community.



72nd Corridor District. The 72nd corridor is primarily an existing big box commercial area with adjacent residential. The focus of this character area will be on creating ground-level pedestrian connections between existing residential neighborhood and current and future shopping districts –including a new pedestrian-scaled shopping street. Public realm development should create connections between Target and the future shopping street and mixed-use development to the south to improve the pedestrian experience from north to south, while increasing residential development within the district and safer pedestrian connections at France Avenue, to existing neighborhoods to the west. Managing building scale in the unique part of the Greater Southdale District is critically important to creating a comfortable and connected community.



Target / Galleria / South end of Southdale. This district covers much of the malls and adjacent commercial development. The focus of this character area will be on creating ground level and second-level pedestrian connections between Target, new development to the west and south of Target, the Galleria and Southdale Center. Public realm development should create connections between and within each of the shopping districts to promote opportunities for reduced car use and better interconnections to support both national and local retailers.



Medical District/ Northern Residential District/North end of Southdale. This district covers areas to the north of Southdale, including Fairview Southdale Hospital and a multifamily residential area. The focus of this character area is on creating ground level and second-level pedestrian connections between residential, health and shopping districts. Public realm development should create connections between and within shopping, health and residential at the north end of Southdale –improving safety and access –and supporting a national trend to link primary destinations to create a more livable community, especially for aging populations.



Trends, Challenges, and Opportunities

District Experience – How is it Measured?

Places link our past to the future. Within every community there exists a context of memory and identity. That context is made up of the choices/decisions of the past and is inseparable from the physical identity of place; how buildings and streets look and what parks and open space feel like. These choices are integral to what a place will become.

By describing the Greater Southdale District experience through both experience criteria and the relationship of the physical context, a framework emerges for how streets will be structured, the relationship of open space to buildings, and how together the designed environment will support the desired experience outcome.



Definition: Urban design is how buildings and the spaces between them – open spaces, parks and plazas, streets, sidewalks and walkways, bodies of water, landscaping and trees, lighting and signage, etc. – are all designed together over time to create an attractive, convenient, memorable, and safe city.



The Greater Southdale District Experience

Collectively, for nearly three years, the Greater Southdale Work Group was focused on building upon Edina's history of innovation, engagement, and community commitment to create a vision for the possibilities of this district. But this is a long-term vision – and may not be fully realized within our lifetimes – which begs the question: What is the legacy we wish to leave to the City of Edina?



Half a century from now, what will our children's children say about us and our broader efforts to shape the future of the Greater Southdale District? Will they say we missed a tremendous opportunity to guide the future direction of this place? Will they say we sacrificed the interests of our city in favor of the will of private developers? Or will they think we set the stage for a new paradigm of public-private partnerships to harness the potential of change?



At this pivotal point in our culture, will they understand the role we are playing in transforming this place from that is designed for cars to one that is designed for people?

Change is inevitable within the Greater Southdale area. In the past five years alone, over 1,500 new housing units have been constructed or are underway in this district, along with myriad other new or re-purposed commercial projects.

This is a tremendous opportunity in time, and in the broader evolution of our community, to move the physical environment of the Greater Southdale area away from the traditional car-oriented suburban commercial district – with a sea of surface parking lots and 'superblocks.'

By being more flexible and accommodating toward incremental change over time, we have the opportunity to transform the Greater Southdale area into a vibrant, more urban, pedestrian-oriented district that can serve future generations of Edina residents who may desire housing options in addition to the single-family neighborhoods that have traditionally defined much of the community's fabric. A more vibrant, active, and intensely-developed district will better serve a future workforce, employers, retail/services providers, and visitors who seek a more mixed-use environment, integrated with a greener public realm with a variety of social and cultural venues.

Within the broader 750+ acre Greater Southdale District, including the adjacent Pentagon Park district, there exist a remarkable variety of assets. This District Plan strives to implement a new street grid that overlays a human scale to allow access via transportation options beyond the car. The Plan respects adjacent single-family residential neighborhoods by outlining a strategy for transition zones between residential neighborhoods and the higher density Greater Southdale area. And, it uses public realm infrastructure (both green and blue) as the connective tissue that gives the district its unique identity and sets the stage for a remarkable daily and four-season experience for those who live, work, play, and interact within the Greater Southdale District.

The Work Group's deliberations culminated in **Design Experience Guidelines** which are intended to represent a flexible decision-making framework that stimulates continuous adaptive activity rather than a fixed set of rules that defy challenge. They are organized into two components:

- Districtwide Design Policy Framework
- Experience Guidelines

The Districtwide Design Policy Framework describes and defines the urban systems that structure the pattern of public and private land parcels, including access and movement, and addresses the following:

- District Identity
- 200' x 200' Street Grid
- Gateways and View Corridors
- Street Rooms – Seams/Transitions
- Infrastructure as Public Amenity

The Experience Guidelines give direction and a degree of flexibility for the final programming and design of private development parcels and the public domain, and address the following:

- Public Realm and Buildings: Connections and Infrastructure; Building Setbacks and Build-to Lines; Landscaping and Paving; Building Massing and Heights
- Street Experience Guidelines - Streets and Street Grid: Street Typologies, each of which has unique characteristics and role in how it serves pedestrians, bicycles and vehicles
- Open Space
- Building Form and Building Facades
- Green Roofs



The full **Design Experience Guidelines** document will be submitted to and approved separately by the Planning Commission and City Council. They are intended to be used as Reference Document in the review of major development applications, rezoning applications, as well as for projects of public interest such as roads, parks, beautification projects, civic buildings and structures such as bridges and transit infrastructure. It is expected that this Reference Document will be reviewed on a regularly-scheduled basis, to incorporate revisions and refinements based on lessons learned through its use and application.

Urban Design Goals and Policies

These Urban Design Goals and Policies are intended to achieve the following outcomes:

- The evolution of the Greater Southdale District into a more inclusive, functional, urban, active and livable mixed-use area, unified through an enhanced pedestrian-oriented public realm, harmoniously integrating new development with existing built and landscape context with compatible transitions to adjacent neighborhoods, and
- Higher-intensity, compact development patterns, and clustered destinations to (1) achieve a high level of quality services and amenities, (2) make access by walking, wheelchair, transit, and bicycle more practical, (3) reduce the amount of driving needed to get to services, and (4) to encourage social interaction and healthy living.



Urban Design Goal #1: Identify and promote development strategies that support an inviting public realm, and foster a connected and accessible network throughout Greater Southdale that incorporates distinct places and destinations.

- Create a more uniform and connected community through a 200' x 200' square grid of streets and blocks, allowing for some variation to accommodate existing conditions.
- Create a unique district identity overall by providing new public amenities through green streets and public gathering spaces, gateways and improved sightlines along view corridors.
- Create unique identities for each of the four sub-districts in Greater Southdale: medical district/north end of Greater Southdale Area; south end of Southdale/Galleria/Target, 72nd Street Corridor, and Centennial Lakes.
- Delineate clear sub-district character and development typologies by encouraging parcel-appropriate use intensities that produce harmonious and interactive relationships without 'leftover' spaces on sites.
- Encourage connectivity in development design, public spaces, and uses, with edges as the means to transition, i.e. seams that bring the two sides together, not barriers which tend to separate and exclude.

- Focus on the public realm to advance high quality and artful design of buildings and publicly-accessible spaces, highlighted human activity, and enhanced economic vibrancy.
- Develop design guidelines which specify parameters that provide for safety and security concerns, and set baseline standards and expectations, so as to encourage comfortable use of the public realm.
- Expand on the current offering of arts and cultural facilities and venues, leveraging private and public investments to create even more welcoming destinations for residents and the regional visitors.



Urban Design Goal #2: Support the incorporation of sustainable and resilient design in both public spaces and private development, including the ability for adaptive reuse over time.

- Promote the design of green buildings to use energy and water efficiently, to produce little waste or pollution, and to provide healthy places to work and live.
- Encourage building design for commercial and mixed-use buildings which could accommodate a wide range of uses and be adaptable as the Greater Southdale District evolves over time.

Urban Design Goal #3: Design for connectivity and accessibility that supports multimodal transportation, particularly transit, bicycle, and pedestrian travel. Make the experience for motorists better, as well. Recognize and design around the reality of snow, ice, extreme cold and rain.

- Enhance the links between centers of activity and transit. Anchor these links with green urban spaces.
- Encourage transit-oriented development and transit-supportive concentrations of housing, jobs, and shopping.
- Incorporate transit, pedestrian, and bicycle supportive facilities and amenities within building and site design.
- Redesign France and York Avenues to better balances the important transportation functions with their emerging roles for increased pedestrian-oriented commercial activity and residential living.
- Optimize densities of transit-supportive residential, office, hospitality/entertainment, commercial retail-office-service, and community uses clustered within a 5-10 minute walk to transit.



Urban Design Goal #4: Incorporate appropriate development scale and built form that adds vitality and activity to the district, while strengthening its sense of place.

- Encourage appropriate density by sub-district by promoting well-balanced aggregations of ‘come to’ and ‘stay at’ places focused on human activity and linked to an engaging public realm.
- Encourage redevelopment of low-intensity uses such as surface parking lots and 20th century auto-oriented development.
- Manage transitions between uses and intensities effectively, though landscaping, stepping down of intensity, building form and height, buffers, screening, and other methods.



- Encourage the master planning of multi-building and large parcel development to emphasize aesthetics and adjacent context compatibility in terms of building locations, activities, circulation, landscaping, open space, storm drainage, and utilities.
- Support emerging development patterns through flexibility in development regulations for mixed uses and other development types.

Urban Design Goal #5: Promote placemaking to enliven the public realm.

- Design streets and sidewalks not just for mobility but also as great public spaces for gathering, events, and play.
- Activate streets and sidewalks with temporary and phased uses that can catalyze future investment and growth.
- Create “gateways/entrances” at transit centers that integrate elements such as wayfinding, landscape, and building form and siting.
- Integrate public art throughout the Greater Southdale District.



Urban Design Goal #6: Reflect the area's unique history and heritage through interpreting and building on innovative themes around community spaces and retail and workplace environments.

- Ensure that the history of the area's development is fully documented, particularly related to Southdale Center Mall Centennial Lakes.
- Reflect the principles and successes of previous visions for the area in its future development, where applicable.



4.3 Land Use

Introduction and Current Conditions

History of Greater Southdale

The history of land use in Edina has notable regional and national significances. The eyes of the nation were upon Edina in 1956 when Southdale Mall opened. Lauded as “The Splashiest Center in the U. S.,” by Life and a “pleasure-dome-with-parking,” by Time, the development initiated the double store anchor concept, a radical departure from traditional merchandising, which saw only the competitive impact and not the synergistic potential of two large stores selling similar goods in close proximity. This concept, offering a retail mix in a single development to act as a strong magnetic force, was highly successful and was duplicated in thousands of malls worldwide.

Beyond being a triumph of “cooperative capitalism,” Southdale represented a breakthrough in technological innovation. Retailing had formerly been hampered by the inability to adjust the climate to enable shopping year-round. To address this issue, Southdale was constructed with a massive heat pump, the largest in the world at the time, to maintain a constant indoor temperature of 72 degrees. Donald Dayton, one of Southdale’s department store presidents, said “We plan to make our own weather at Southdale. Every day will be fair and mild.”

This shift was not simply a change in retail format. It was a fundamental alteration of the retail development model that sought to include different land uses within a single domain. Victor Gruen, the Austrian émigré architect of Southdale, pulled as much park, street, and community life as economically feasible into the large enclosed space where the pedestrian experience reigned. The mall was constructed with two stories to shorten walking distances and an open garden court to facilitate a pleasant walking experience.

Southdale is now over fifty years old. Victor Gruen’s vision of mixing uses on a single property has been refined to include the vertical mix of uses. The significance of mixed use development lies in its ability to create synergies between different land uses. The benefits are many: different land uses can reinforce one another, reduce vehicle trips, and inject more community life into commercial areas. When residential is in close proximity, there is a built-in market for the retail.



History of Centennial Lakes/Edinborough

In more recent years, the Greater Southdale area has continued some of the themes of unique and innovative mixed use concepts that create mutually beneficial relationships between uses – and appealing places that draw people and investment.

In 1980, the City (in partnership with architects and developers) undertook a 26-acre mixed use development called Edinborough, on a portion of an abandoned gravel mine site. The intent, according to an Urban Land Institute report, was to create a “high-density, auto-free community where young people can afford housing in the Twin Cities most expensive suburb, where senior citizens can live quietly and yet have access to activity, where medium sized professional firms can find first-class office space attached to unusual public amenities, and where everyone can enjoy recreation year-round, irrespective of Minnesota’s sometimes harsh climate.” The project was the first of its kind in the Twin Cities, and required close coordination and somewhat of a “leap of faith” for financial backers. The resulting project includes apartments, condominiums, office space, hotel, structured parking, and both indoor and outdoor park space. Densities were planned and built with the intention of being transit supportive, as well as pedestrian oriented and walkable. Main elements of the project were complete by the late 1980’s.



On a much larger scale, the Centennial Lakes/Edinborough area also represents an innovative approach to synergies between different land uses and shared public spaces. The Centennial Lakes area started as a former gravel pit, which was purchased by United Properties in 1988. In a coordination with the City of Edina, a master site plan for the 100-acre site was developed which included retail, entertainment, residential, office space, and parkland.

Working with a series of private developers, United Properties oversaw the buildout of the project over the following 15 years, with the construction largely complete by 2000. Together, this space provides both an economic hub, a community gathering place, and a service center for residents and workers. The site is organized around a large water feature, serving both as a distinctive amenity for the area, as well as district stormwater management. The vision for this mixed use district was ahead of its time in terms of an approach to master planned suburban redevelopment, and has created a unique and valued place that has stood the test of time.

Existing Land Use and Zoning

Figure XX shows the existing land uses in the Greater Southdale study area. The existing land pattern is composed primarily of superblocks with an assortment of uses – mostly multifamily residential, commercial, or office. In a few areas there are newer buildings with a mix of uses, such as ground floor retail in a multifamily building, reflecting the priorities of the previous comprehensive plan to create more interaction between uses. However, the predominant pattern is still auto oriented. This auto-oriented in terms of layout and scale, limiting bicycle and pedestrian circulation and activation of the street.

Conditions around perimeter of the study area vary. In Edina and Richfield, they are predominantly single family neighborhoods. In Bloomington, they are mostly commercial and industrial areas. The multifamily areas in Greater Southdale mostly are adjacent to surrounding single family residential neighborhoods, though there are adjacencies between surrounding residential and commercial as well.

There are around 600 acres of land in parcels within the study area – over 100 additional acres are covered by roadways, open water, and other unbuildable areas. Approximately 62% is primarily commercial, while 28% is multifamily housing. A proportion of the commercial designation includes mix use, depending on how it is defined. Parks cover about 7% of the land area, with public and single family uses each comprising around 2% of the total. This does not include land dedicated to roadways.

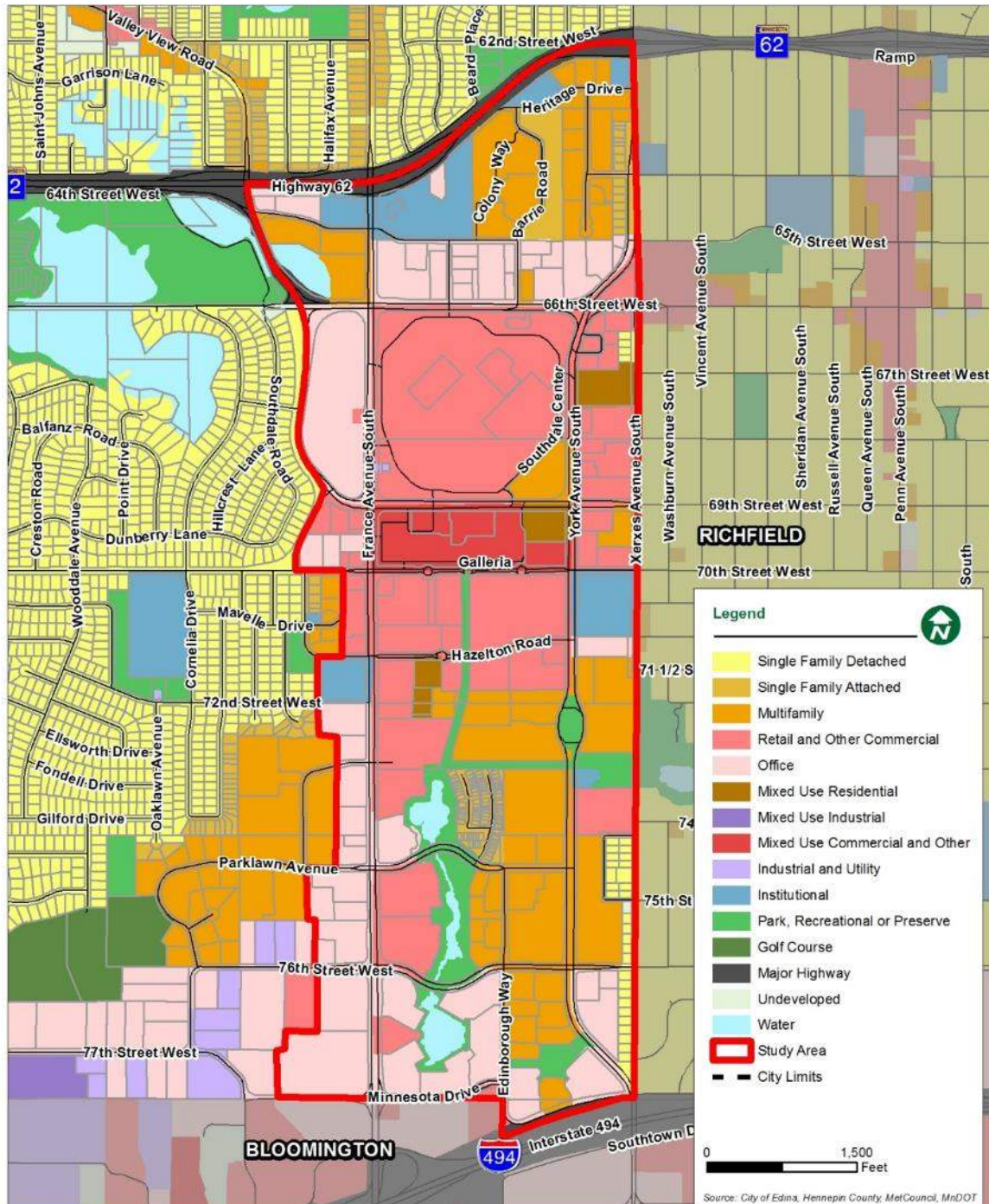
Figure XX shows existing zoning in the study area, and **Figure XX** shows the applicable height overlay districts. The most prevalent zoning districts are summarized briefly below. For a more complete description, see the Edina zoning code.

- **Planned Commercial District (PCD).** The PCD district is a primarily commercial district, allowing a wide range of commercial uses. PCD-3 in particular covers the Southdale Mall area, and specifically allows for larger format retail, publicly owned uses, and transit stations among others. Multifamily and office are allowed as conditional uses. In the Greater Southdale area, somewhat higher intensities are allowed north of West 70th Street (1.0 floor area ratio, or FAR) as opposed to south of the street (0.5 FAR).
- **Regional Medical District (RMD).** The RMD applies primarily to the Fairview Southdale Hospital area. It covers hospitals, medical and dental offices and clinics, and medical laboratories. Some related accessory uses are allowed.
- **Mixed Development District (MDD).** MDD is a mixed use residential/commercial district. Permitted uses include multifamily housing (with 10+ units), public and civic uses, offices and financial institutions, hotels, parking, and daycares. MDD-6, which is located primarily around the Centennial Lakes area, also permits a range of commercial uses, health clubs, and department stores. Permitted residential densities in MDD-6 range from 13-29 units/acre.
- **Planned Office District (POD).** POD is a district planned primarily for office and similar uses, including business and professional offices, financial institutions, nonprofit organizations, athletic facilities, and educational institutions. Residential uses are not allowed; though commercial uses may be as a limited accessory use. Substantial setbacks are required, and maximum building coverage is only 30%. In Greater Southdale, POD-2 is found in several places, such as along the western sides of France Avenue and Xerxes Avenue adjacent to residential.

- **Planned Residence District (PRD).** PRD is a residential zoning category, with a senior housing variant called Planned Senior Residence (PSR). The subdistrict types found most commonly in Greater Southdale are all multifamily: PRD-3, PRD-4, and PSR-4. In addition to residential buildings and daycare, these districts also allow senior citizen dwelling units, and rest, convalescent, and nursing homes. A small amount of accessory services is allowed if intended primarily for the convenience of residents in senior buildings. These districts cover most of the residential areas of Greater Southdale. Permitted residential densities range from 10-29 units/acre.
- **Planned Unit Development (PUD).** The PUD designation is a flexible category, which has been customized to the requirements for individual projects. This grants the City the ability to modify development standards to fit specific situations. There are several of these within the Greater Southdale area, and identified by name in the zoning code.
- **Height Overlay Districts (HOD).** HODs set limits of the height of buildings within certain areas. In core areas of Greater Southdale, these limits range from 8-12 stories. Along the edges adjacent to surrounding residential, these are mostly 4 stories. These limits can be modified through the City's "give to get" standards in the development review process.

It is notable that most of the study area is relatively underbuilt compared with allowed heights. This is likely due in part to the high existing value of these sites (both in terms of land, and rental income from tenants) that creates a disincentive for redevelopment. It is also possible that the allowed heights are not sufficient to allow the scale of building that would be financially feasible on these sites.

While most of the commercially zoned areas in this district allow for a mix of uses, relatively few are developed as such. This provides an opportunity for future mixed use redevelopment in those areas.



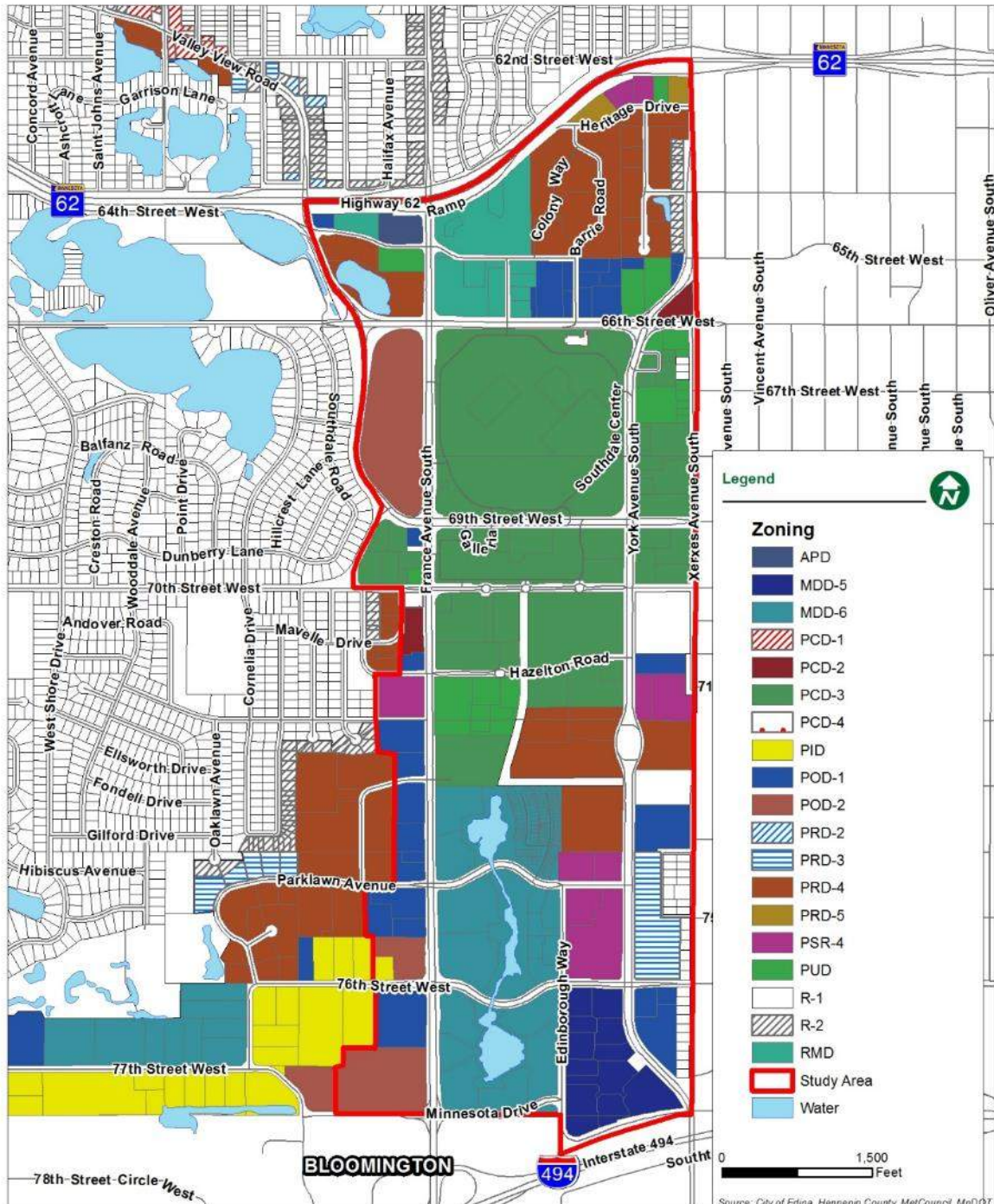


Greater Southdale District Plan

Edina, Minnesota






Existing Zoning

July 2018



Height Overlay District



-  HOD-4 Building height shall be determined by required setbacks, but shall not exceed 4 stories or 48 feet, whichever is less.
-  HOD-8 Building height shall be determined by required setbacks, but shall not exceed 8 stories or 96 feet, whichever is less.
-  HOD-9 Building height shall be determined by required setbacks, but shall not exceed 9 stories or 108 feet, whichever is less.
-  HOD-10 Building height shall be determined by required setbacks, but shall not exceed 10 stories or 120 feet, whichever is less.
-  HOD-12 Building height shall be determined by required setbacks, but shall not exceed 12 stories or 144 feet, whichever is less.

Building Size

The Greater Southdale area contains the tallest buildings in the city, and among the tallest in the Southwest Metro. It's notable that there was a significant gap in the construction of these structures – with an initial wave in the 1970's, then nothing of that scale until the past 10 years. The more recent activity reflects the City's vision in the previous comprehensive plan, which supports the benefits of growth and density, as well as changing market conditions.

Table XX: Greater Southdale Buildings With 10+ Stories			
Property	Stories	Feet	Year Built
The Westin Edina Galleria & Residences	18	236	2008
Edinburgh Park	18	195	1987
Edina Towers	17	174	1971
Durham Apartments	13	134	1979
Point of France	14	129	1976
One Southdale Place	10	117	2014
Yorktown Continental Apartments	12	119	1972

The tallest buildings in the area aren't necessarily the densest, in terms of residential units per acre. This is due in part to the fact that many of the taller buildings were designed with surface parking and generous open space, which decreases overall density. Instead, the densest ones tend to be buildings on compact sites with structured parking. Those type of uses tend to contribute more to a walkable environment, as they have less space between destinations and more activity per area.

Property Ownership and Value

Figure XX shows property ownership patterns in the Greater Southdale area, calling out larger groupings of properties that are under a shared ownership, as well as generally what properties are in public or private hands. There is a relatively small amount of publicly owned properties in this area, including the County library, some park areas and trail corridors, and various public utilities. Most land is held individually, although ownership under LLC structures can make it difficult to determine if there is common ownership. This ownership pattern means that (without an initiative for large scale land assembly), development in this area largely will depend on working with a range of private property owners incrementally on site-specific plans and projects.

Figure XX shows the ratio of land value to total value of properties in the study area, based on assessed values. When the value of this ratio approaches one (i.e. land is an increasingly large percentage of the total value), there is often the incentive for a property owner to redevelop the sites, based on a higher value building and use that could be placed there. As shown, these are predominantly in areas with 1-2 story commercial development, frequently with large surface parking lots. These areas may be targets for redevelopment, although this could be outweighed by strong performance of rental income from existing businesses on these sites – or limitations on the scale of development that make redevelopment less economically appealing.

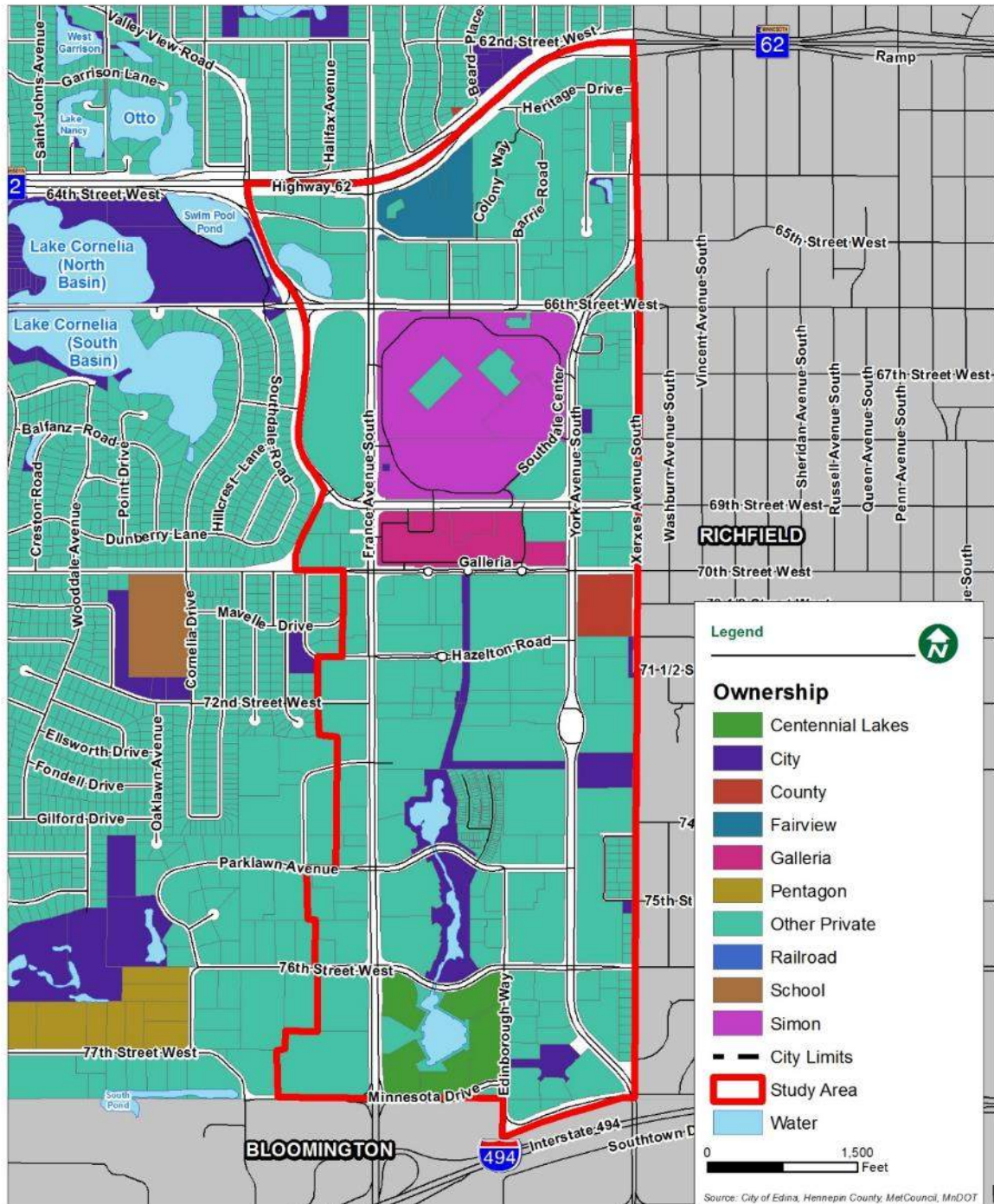


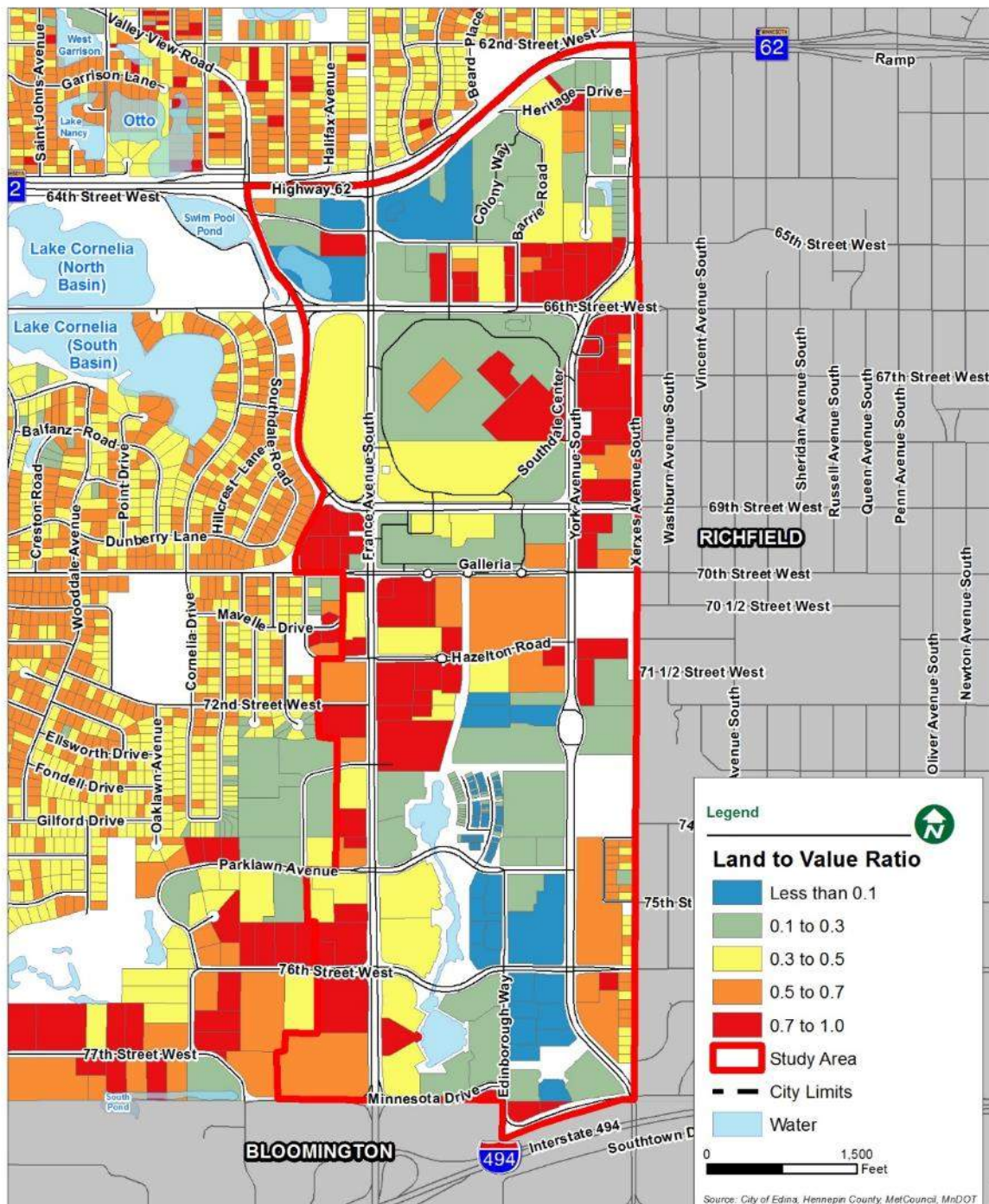
Greater Southdale District Plan

Edina, Minnesota

Property Ownership

July 2018





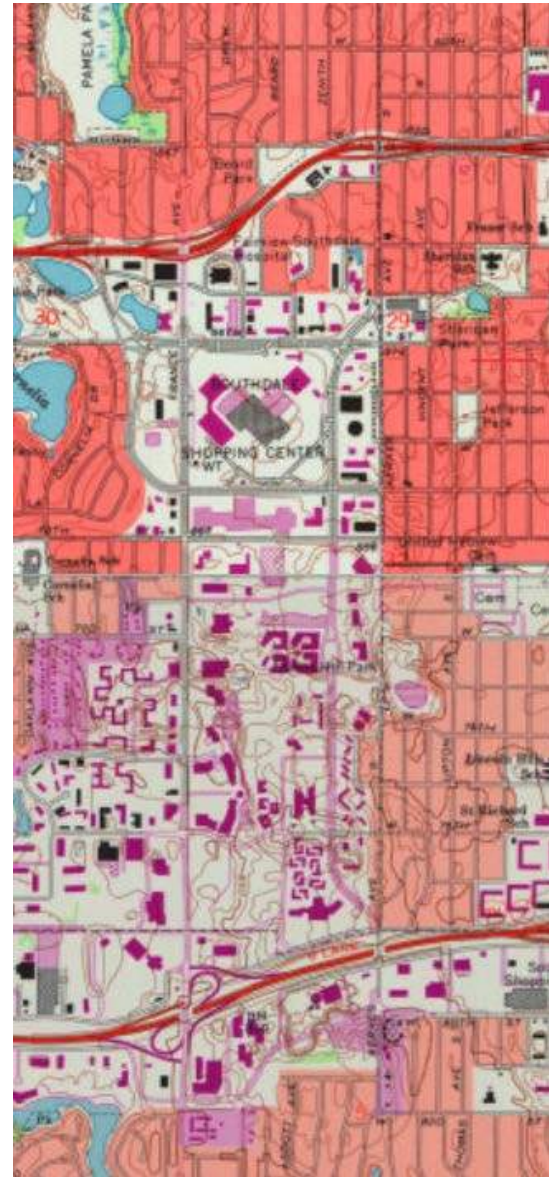
Property Age and Condition

Figure XX shows building age. Compared with the city as a whole, Greater Southdale is one of the younger areas. Overall, most development followed after the construction of Southdale Mall in the 1950s, with the bulk being constructed since then (with the exception of a small number of lower density residential units). This reflects the fact that the area served primarily as a gravel pit up until that point, so presented the opportunity for infill development. Much of the area to the west of the study area developed during a similar timeframe, as it was also part of the gravel pit area, as well as some adjacent wetlands.

Figure XX shows property condition, based on a rotating assessment done by the City. Most commercial properties are identified as excellent or good condition, with more residential classified as average.



1953



1993

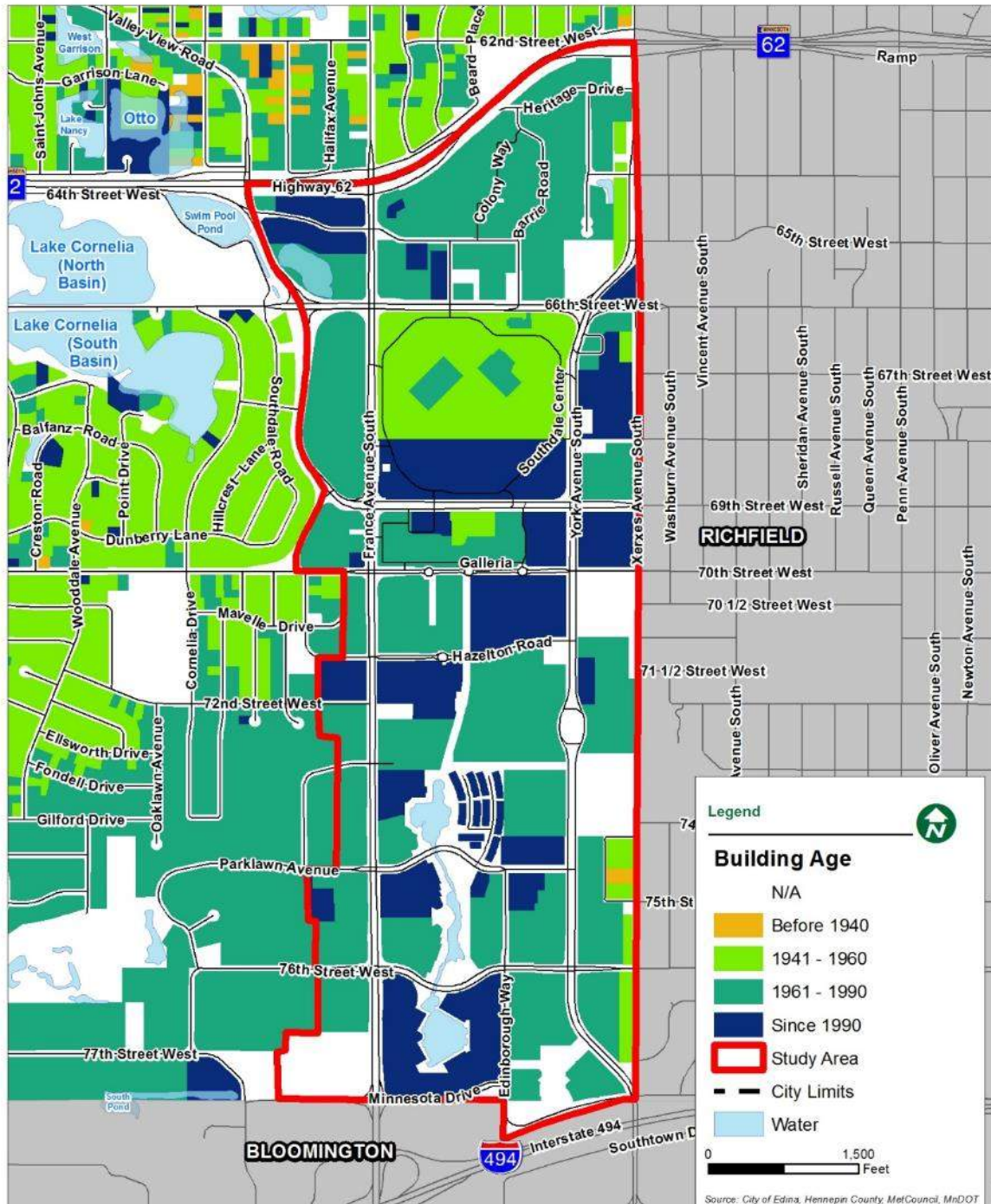


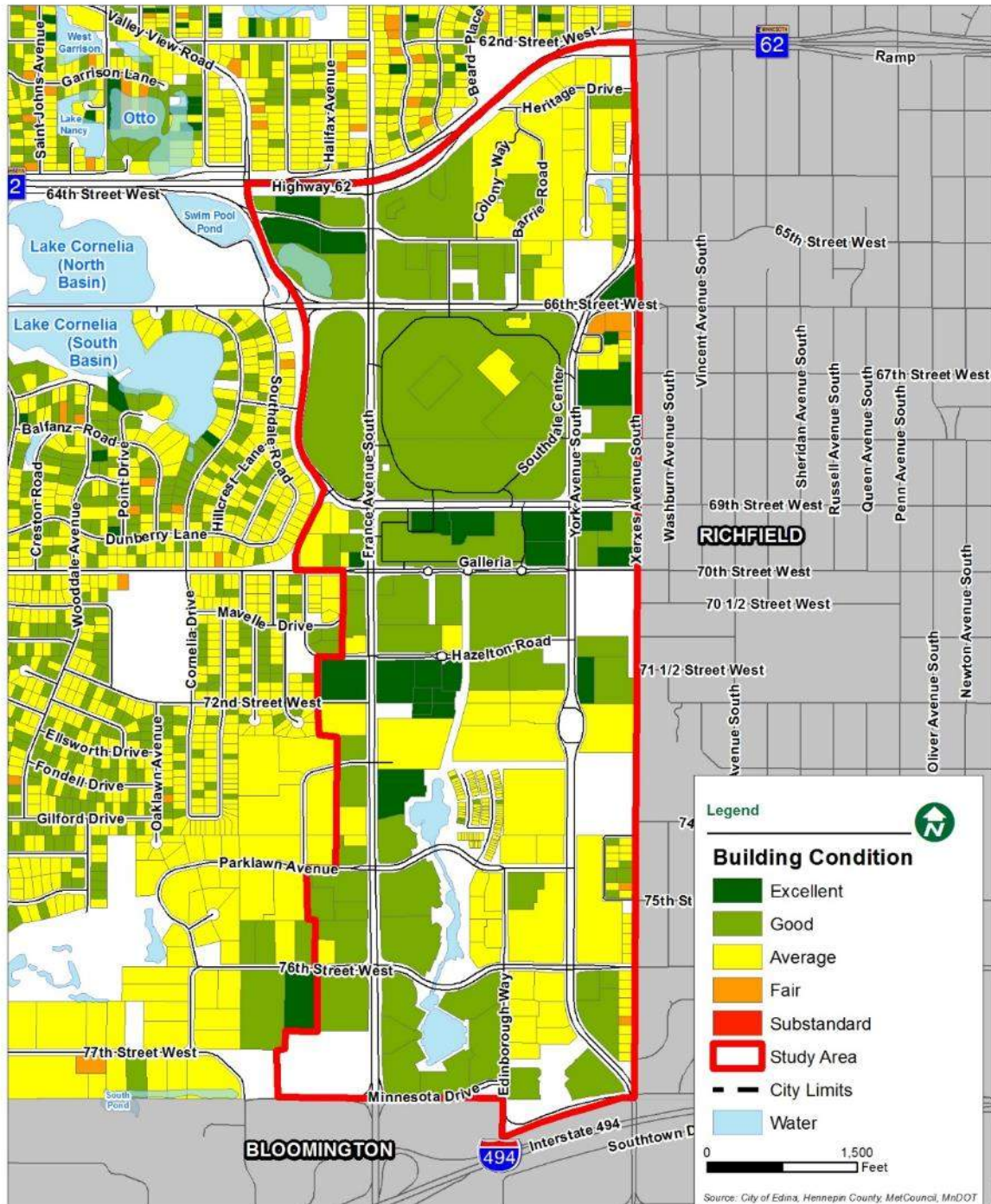
Greater Southdale District Plan

Edina, Minnesota

Building Age

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Recent and Proposed Development

Table XX lists major new construction projects in the Greater Southdale area that were permitted between 2000 and 2016. This does not include retrofits and renovations of existing structures. Many of the projects fell into one of two categories: multi-story apartment buildings with or without ground floor retail, or stand-alone (and frequently single story) retail/office.

Table XX: Major New Construction Projects in Greater Southdale, 2006-2016		
Address	Name	Description
3210 Galleria	Galleria Parking Ramp	Parking ramp
7000 York Ave S	Target	Large retail store
3201 Galleria	The Westin Edina Galleria	Hotel (165 rooms), condos (76 units), parking ramp
3212 Galleria	Tunnel	Underground pedestrian tunnel
3503 Galleria	Crate & Barrel	Retail store
3825 Gallagher Dr	Centennial Shops	Shopping center
3121 69th St W	York Place Apartments	Apartment building (115 units)
4010 65th St W	Twin Cities Orthopedics	4-story medical office
3451 Parklawn Ave	York Gardens	4-story senior living (76 units)
6905 York Ave S	CVS	Retail store
7401 France Ave S	Whole Foods	Grocery store
6996 France Ave S	Vitamin Shoppe/Ameritrade	Retail/office building
7171 France Ave S	Lunds & Byerlys	Grocery store
6800 York Ave S	One Southdale Place	3-10 story apartment building (232 units)
6544 Drew Ave S	Parking Ramp	4-5 level parking ramp
3655 Hazelton Rd	Think Mutual Bank	Bank
6565 France Ave S	Southdale Medical Center	4-story medical office
3210 Southdale Cir	Taco Bell	Restaurant
7121-7161 France Ave S	71 France	5-7 story apartment building (265 units) with retail
6725 York Ave S	Onyx Apartments	6-story apartment building (244 units) with retail
6500 France Ave S	Aurora on France	5-story senior living (195 units)
7141 York Ave S	Yorkshire of Edina	4-story assisted living (96 units)
6868 France Ave S	Merrill Lynch	Retail store

Source: City of Edina

In the past couple years, there have been a number of additional projects proposed, many of a similar type to what has already been constructed. One of the challenges with this has been that a number of potential redevelopment sites being considered are on the edges of the study area, increasing the need to manage transitions between new development and the surrounding community.

Housing

Context

The Greater Southdale area has an important role to play in accommodating expected housing growth. Already an area characterized by high density residential and mixed use development, it is guided for additional infill development of a similar or higher intensity. The presence of jobs, retail and services, transit, and public amenities means this area contains the elements for a complete community, which can leverage these advantages for a convenient and accessible lifestyle for a range of household types.

Affordable housing is a necessary component of the housing mix. This is especially true given the demographic future of Greater Southdale. The expected growth in the senior population – and the desire to attract young workers and families – both point to the need to have more affordable housing. Supporting the vision of an Edina where residents can find housing options at all life stages will require a deliberate approach to affordability. Additionally, the Metropolitan Council gave Edina an affordable housing goal of over 800 units by 2030, recognizing both the need and current limited options.

While there is a strong market for market-rate housing, constructing and maintaining affordable housing in Greater Southdale remains a challenge due to high land and construction costs. Nevertheless, there are a few existing subsidized affordable housing developments, including:

- South Haven, 3400 Parklawn Avenue – 29-unit senior apartments
- Yorkdale Townhomes, 76th Avenue W – 90-unit family townhomes
- Yorktown Continental, 7151 York Avenue S – 264-unit senior apartments

This supply of 383 units represents nearly three quarters of all subsidized affordable units in Edina. In addition, there are some “naturally occurring” affordable units, where housing is priced below market rates but not subsidized to remain at that level. One example of this is the moderately priced condominiums in The Colony development at the northern end of the district.

Approach

In 2015, the City adopted an affordable housing policy, which required developers of projects with 20 or more housing units to dedicate resources to affordable housing – either through constructing units or dedicating funds to a City fund. Recent market rate development in Greater Southdale has directed millions of dollars to the fund, though new units are still to be located.

In addition to incorporating affordable units as part of new development in the district, preservation of existing affordable units is also an important goal. This could take the form of needed renovations to currently subsidized units, and/or securing the affordability of existing naturally occurring affordable units. Considering the cost of new construction, preservation of affordability may be a more cost effective goal – though both are important.

Health

The Greater Southdale District is a logical destination for health, with the long-standing presence of Fairview Southdale Hospital, a full-service 390-bed acute care center in existence since 1965, as well as a number of nearby clinics and wellness centers. In addition to serving the needs of area residents, it is a destination for the city and surrounding communities to meet health care needs. In total over 20% of the jobs in the district are in health services. This industry is the largest employer in Greater Southdale, surpassing even retail and far exceeding its average wages.

However, the vision for Greater Southdale is one that promotes a holistic view of health and wellness – including physical, social, mental, and environmental health. This goes to the heart of the matter for creating a complete community that nurtures all aspects of an individual’s wellbeing. Intentionally designed community with public spaces, connections and a thoughtful mix of uses can provide opportunities for aspects of a healthy lifestyle:

- Active living such as walking or bicycling
- Meaningful social interaction in public spaces
- Convenient access to healthy foods
- A healthy environment, with clean water and air
- Access to health care services

Supporting these opportunities has been a consistent theme throughout Greater Southdale’s history, as well as its vision for the future.

Trends and Challenges

Future of Retail

In the past, the Greater Southdale District has been a major innovator in retail. With the construction of the nation’s first modern indoor suburban mall, the area created an often-replicated model for a retail destination arranged around a shared community space. While the original vision was never fully realized, it undeniably broke new ground and set the precedent for many years to come.

Retail is again at the crossroads, and there is once more an opportunity to use innovation to move forward. Some concepts are based on time-tested ideas about great places from the past – such as creating a walkable, pedestrian-scale environment. However, there are some unknowns too, including how technology and new behavioral patterns can and should influence retail and the design of spaces for retail and mixed use.

Future of Workplaces

While retail is closely associated with the Greater Southdale District identity, it is also a major office and medical employment area. As with retail, workplaces are changing – with more focus on creating quality, amenity-rich areas that attract and retain workers. With the innovations of the Centennial Lakes development, this area was an early innovator in terms of creating some of the elements of this type of place. There is an opportunity go further to produce places with activity and vibrancy that appeals to workers, with the intention of attracting and retaining talent.

Making Experience Primary

Both the futures of retail and workplaces point toward a strong focus on experience - creating places that are unique and appealing to residents, workers, customers, and visitors. From the planning perspective, this means increased emphasis on designing and maintaining a high quality public realm, including connectivity and accessibility.

Innovations in the public realm in Southdale and around Centennial Lakes created some successful elements in the past, although there is an opportunity to go farther – particularly at the scale of the district, rather than individual development sites. The goal is to create a distinct sense of place, with identity and continuity of experience.

Future of Transportation

Multimodal transportation is an important consideration in Greater Southdale. Though no major transitway is planned in the immediate vicinity, it will continue to be a major destination in the bus transit network. There has been discussion of additional route modifications to provide more circulation within the district itself. Additionally, bicycle and pedestrian improvements have the possibility to increase the amount of short trips done without a vehicle, mitigating traffic congestion and increasing street activity.

In addition, changes in how people travel (both present and future) will need to be addressed. In the short term, there is the need to address increased use of shared vehicles (such as Lyft and Uber), and an increase in delivery services. Longer term, the district may need to address such things as autonomous vehicles and drone flights. These changes could have a major impact on parking demand in the long term, which could greatly change the allocation of space within the district.

Demographic Changes

This area has benefitted from competitive advantages associated with its ability to attract and retain an educated workforce, as both residents and employees. However, as demographic changes happen, it will need to continue to adjust to new realities and opportunities.

The predominant demographic trend impacting this area is the continued aging of the population. This area already has a concentration of senior and assisted living facilities. This emphasis is likely to continue, potentially with additional housing, and related services that cater to these residents.

On the other hand, there is an interest in appealing to young professionals. Millennials have shown an interest in being in active urban environments, with walkability and transit access. They are also more diverse than previous generations, so may bring additional needs and preferences. Attracting and retaining these young workers will be key to the long term vitality of this area, as well as Edina as a whole.

Housing Affordability

Related to demographic changes is the large and growing need for affordable housing in this area, and in Edina and the region overall. Edina has traditionally been a high land value area, making the construction of affordable housing units challenging without direct subsidy. The City's 2015 affordable housing policy has begun to address this, though there still are issues finding viable development sites for affordable units within the city. The Greater Southdale area, with its higher intensity land use guidance and good transit access, is a likely location for a number of new units. Challenges remain regarding efficiently using resources to promote the retention and expansion of affordable housing options, given the high costs of land and construction in this area.

While much of the new housing will likely be high density multi-family, there should also be consideration of “missing middle” housing types – that is, smaller scale multi-family that provides a transition between single family and high density, in terms of both the housing market and built form. This may particularly be appropriate in areas adjacent to existing low density residential neighborhoods that border the Greater Southdale area in some places.

Future Land Use

The future land use plan is shown on **Figure XX**. The vision for this area includes dynamic streets, engaging parks and public spaces, and well-conceived and enduring buildings. It embraces managed change, innovation, and the creation of extraordinary places. In the case of land use, this means:

- Creating an overall framework for the area that organizes activity into a series of smaller, interconnected sub-districts linked by an exceptional public realm.
- Including a mix of uses within sub-districts that support the area’s function and provide needed services for residents and workers.
- Organizing sub-districts around focal points of activity and public spaces that encourage walking and bicycling.
- Encouraging the location of higher intensity uses along existing and planned transit corridors, to support better accessibility for residents and workers.
- Allow for innovation in flexibility in building use, layout, and design to accommodate changing demands for space – and enable adaptive reuse in the future as needs change.

While the District Policy Design Framework section focuses on the design aspects of the sub-districts, the future land use plan focuses on land use and intensity.

The future land use categories used here are largely consistent with those in the city’s overall comprehensive plan, as amended. It is important to note that land use categories are not zoning districts — they are broader and more long-term in scope. The land use plan and the zoning ordinance should be consistent with one another, but are not identical. Each land use category may be implemented through more than one zoning district, allowing for important differences in building height, bulk and coverage in different areas of the city. Some revisions to existing zoning districts or creation of new districts may ultimately be needed as part of the implementation of the land use plan.

Land uses are characterized primarily by range of densities or intensities. For residential uses, density is defined in terms of dwelling units per net acre (exclusive of road rights-of-way and public lands). This future land use plan contains expected ranges of unit densities by land use classification. *It should be noted that these ranges are approximations, based on anticipated development type, that are used primarily to determine infrastructure needs in support of development. The actual units per acre in individual developments (existing and planned) may be lower or higher than the range given.*

Residential

The most central primarily residential area of Greater Southdale is guided for **Greater Southdale District Residential (GSDR)**. This is defined as higher density than High Density Residential, potentially with more compact buildings, structured parking, and a stronger focus on transit supportive densities. This designation district may include some mixed use elements compatible with residential development,

such as small scale retail, services, and institutional uses. Residential densities are expected to be around **50-100 units per acre**.

Consistent with the overall vision for the area as a walkable and vibrant community, guidance for future residential uses in Greater Southdale includes **High Density Residential (HDR)**, defined as concentrated multi-family residential development. This may include some mixed use elements, such as retail, office, service, or institutional uses that are complementary and may serve residents' needs. Housing is expected to include a mix of ownership and rental options. Estimated density range is **20-60 housing units per acre**.

Greater Southdale District has a small amount of existing **Low Density Residential (LDR)**, **Low Density Attached Residential (LDAR)** and **Medium Density Residential (MDR)**, which consists of single family and small-scale multi-family development. These provide a transition from the district scale down to that of surrounding neighborhoods, as well as some affordable housing options. While it is expected that these may stay for the time being, at some point in the future they may transition to HDR as part of a redevelopment project. The densities for these are consistent with the overall comprehensive plan.

Non-Residential and Mixed Use

The commercial core of the Greater Southdale area, including the Southdale and Galleria malls and commercial areas to the east and south, is a designated **Community Activity Center (CAC)**. This is the city's most intense district in terms of uses, height and coverage. Primary uses include retail, office, lodging, entertainment, and multifamily residential uses, with mixed uses being generally encouraged. Secondary uses include institutional and recreational uses. Estimated residential density range is **90-150 units per acre**.

The area in and around Fairview Southdale is a **Regional Medical Center (RMC)**. This includes hospitals, medical and dental offices and clinics, and laboratories for performing medical or dental research, diagnostic testing, analytical or clinical work, having a direct relationship to the providing of health services. General office uses are permitted. Residential uses are allowed, but only for senior and affordable housing. Residential densities are around **50-100 units per acre**.

Office-Residential (OR). This district forms transitional areas along major thoroughfares or between higher-intensity districts and residential districts. Many existing highway-oriented commercial areas are anticipated to transition to this more mixed-use character. Primary uses are offices, attached or multifamily housing. Secondary uses: Limited retail and service uses (not including "big box" retail), limited industrial (fully enclosed), institutional uses, parks and open space. Residential densities are around **20-75 units per acre**.

Major parks and protected open space are designated as **Open Space and Parks (OSP)**. These are publicly owned and maintained public spaces, as opposed to those privately maintained as part of development sites.

Public/Semi-Public (PSP) is a classification that applies to schools, large institutional uses, and semi-public. Some small uses of these types may be integrated into other land use districts. The main feature this applies to in Greater Southdale is the Hennepin County Library.

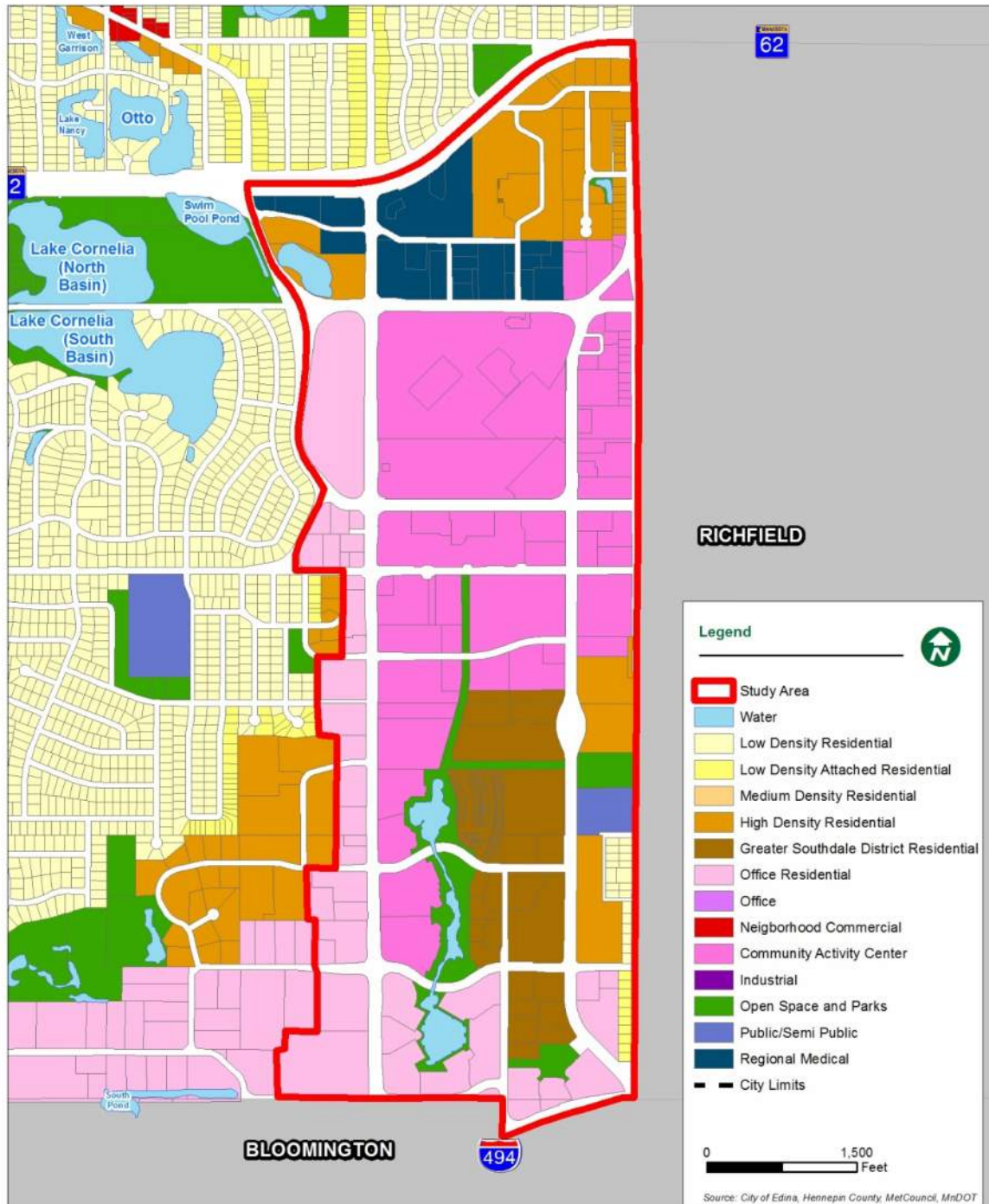


Greater Southdale District Plan

Edina, Minnesota

Future Land Use

September 2018



Development Transition Zones

The language of this plan's aspirations and policies focuses on **transitions and seams** – places where differences in scale, intensity, character, and use meet one another. These are critical places in the overall district, because they provide an opportunity to bind smaller subareas together into a large framework, while still allowing the areas to maintain their unique features and integrity.

While transitions and seams will occur throughout the district, the Design Experience Guidelines specifically calls out transition zones between the Greater Southdale District (GSD) and adjacent residential neighborhoods. **Figure XX** shows the location of these areas, which are defined as parcels around the edge of the GSD that are adjacent to residential neighborhoods - except in cases where they are separated by a major roadway or other nonresidential uses.

The treatment of parcels within these areas will vary depending on specific size and placement of the parcels, and the character and scale of adjacent residents. For example, it is expected that this will vary by whether adjacent residential is single family or multifamily.

Additionally, the space over which the transition occurs will vary, based on the depth of parcels and scale of the development. The transition may be contained within one building, or be managed across several. The Design Experience Guidelines have examples of both of these, as well as more specific information on appropriate building height and scale by corridor and subdistrict.

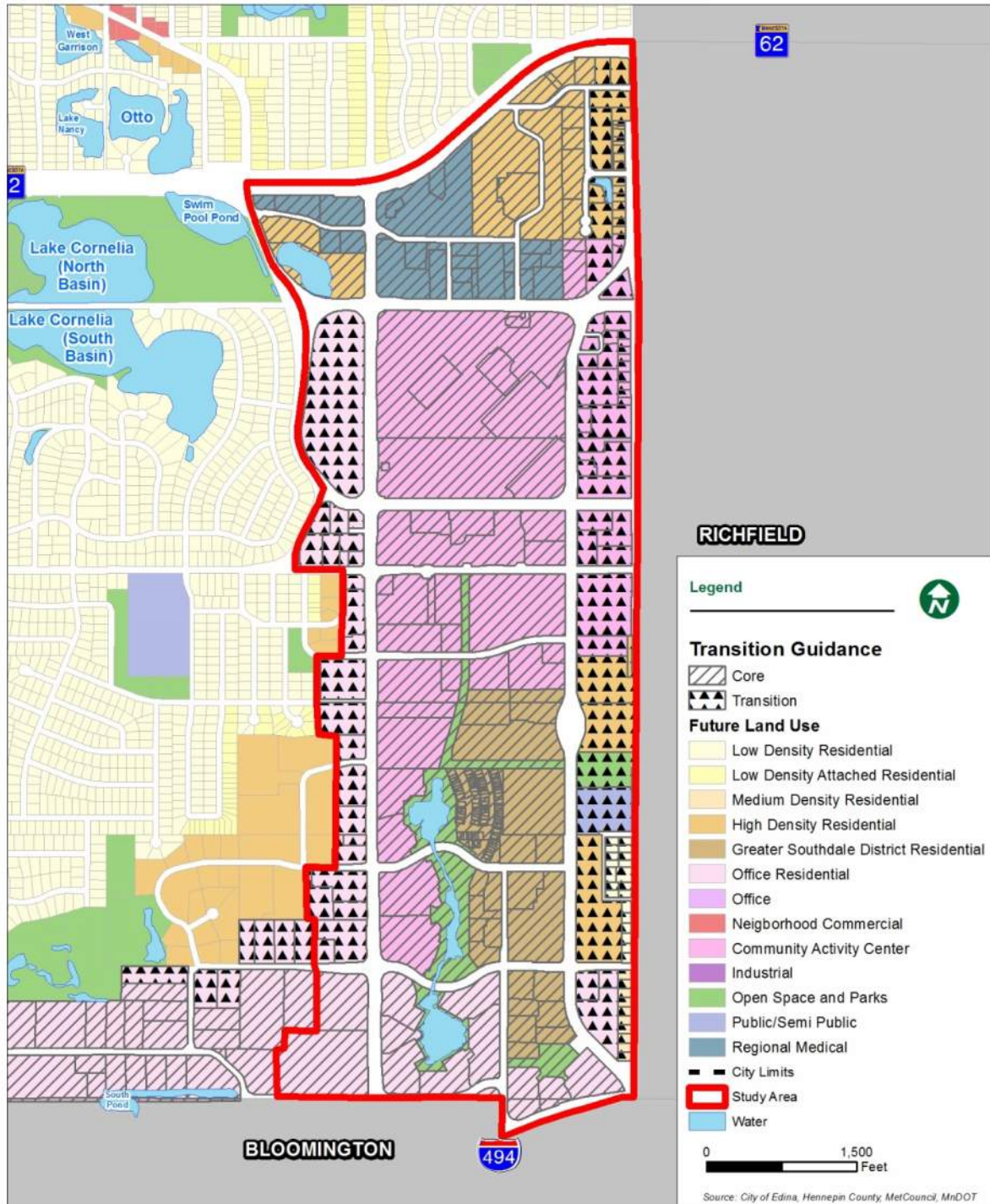


Greater Southdale District Plan

Edina, Minnesota

Transition Zones

August 2018



Land Use Goals and Policies

Overall

Land Use Goal #1: Facilitate the evolution of this regional destination into a higher density, sustainable, mixed-use area for “shop, live, work, play, learn, interact” with a distinctive and definable identity as “Edina’s Living Room.”

- Facilitate the creation of an integrated new neighborhood that promotes social interaction, community building, a prosperous local economy for residents and visitors, and reduced dependence on private automobile use.
- Define a series of inter-connected sub-districts within a regional center through targeted public infrastructure investments.
- Develop the GSD at residential and job densities that facilitate the positive evolution of the area, taking into account the relationship between density, livability, economic viability, and environmental quality.
- Encourage the continuation of a mix of land uses throughout the GSD, including residential, commercial retail and services, office, entertainment, hospitality, educational, recreational, health-related services and facilities.
- Promote developments that have a density, diversity of uses, and design that support an interconnected series of experiences that support the social and economic health and sustainability of Edina, i.e. community building in its fullest sense.
- Facilitate fine-grained incremental redevelopment served by a well-connected walkable and bikeable public realm.
- Encourage development by allowing latitude to gain tangible and intangible outcomes aligned with the district vision.
- Support a development review process that incorporates flexibility and performance standards to allow for options to achieve acceptable projects.

Land Use Goal #2: Manage density levels and transitions in a way that reduces conflicts and impacts, while increasing district cohesiveness and vitality

- Ensure the harmonious integration of retail, service, and residential uses.
- Identify not only potential negative impacts of development and mitigation measures, but also potential community benefits and measures to enhance adjacent areas and the community.
- Encourage high priority retail and mixed-use areas to be located near transit stops and public activity areas and nodes
- Optimize the density and intensity of the GSD to increase the level of housing close to jobs and services, to ensure a high standard of livability, and to achieve a reasonable “rate of return” on the public investment needed to achieve the overall vision.
- Set densities in the sub-districts of the GSD so as to integrate with the adjacent contexts and neighborhoods.
- Throughout the GSD, a fine grain of development should be encouraged by the sensitive design of larger parcels and by the provision of smaller parcels.
- Support emerging development patterns through flexibility in zoning for mixed uses and development types.

Commercial and Mixed Use

Land Use Goal #3: Support the continued role of the Greater Southdale area as a retail and employment destination, including a continuation of its past tradition of innovation in shared public spaces and unique commercial districts.

- Build on the original innovative vision of Southdale as a retail/commercial center of a mixed-use community, with indoor and outdoor areas, community activity, gathering spaces, and “third place” functions.
- Support employment opportunities for residents in the district, as well as opportunities for workers to live nearby.
- Support the creation of innovative and flexible workplace environments, that serve the changing needs of office, retail, and limited production uses.
- Encourage mixed use development where appropriate, such as residential/retail co-location and live-work opportunities.
- Provide for expansion of commercial uses serving regional, citywide, and local shopping.
- Provide for and encourage employment-intensive office and service uses that serve regional, citywide, and local needs.
- Provide for hospitality and entertainment uses, particularly in support of the area as a regional destination.
- Promote the location of ground-floor commercial uses to create and animate the public realm and increase social interaction.
- Discourage the development of single-story commercial uses with surface parking on sites where higher intensity uses are feasible.
- Encourage location of major employment centers near transit lines.

Housing

Land Use Goal #4: Provide for housing choices (housing and unit types, rental and ownership, and costs) to accommodate a wide range of individuals, including youth, singles, couples, families with children, seniors, and people with special needs.

- Increase the amount of affordable housing for all types of households and income groups, both ownership and rental, with an increased focus on providing workforce housing for people who work in Edina.
- Provide opportunities for all types of live-work and work-live developments in the Greater Southdale area in order to accommodate the growing demand, to provide increased affordable options for local residents, entrepreneurs, and artists, and to reduce commuting.
- Promote housing choices which facilitate aging-in-place.
- Facilitate the provision of a variety of housing forms, including cluster housing, row housing, townhomes, as well as mid-rise and high-rise apartment towers. Innovative forms of housing should also be explored, including live-work units, rooming houses with smaller suites for singles and co-housing for families with children.
- Encourage provision and expansion of ownership housing types where possible.
- Evaluate the possibility of accommodating missing middle type housing in the area.

Land Use Goal #5: Provide additional housing development in areas that provide more housing opportunities while strengthening residential areas.

- Promote new housing adjacent to or near existing residential development to facilitate neighborhood clusters.
- Seek to optimize housing densities to increase housing that is proximate to transit and within walking distance of services and amenities.
- Provide for housing densities that balance density, livability, economic viability, environmental quality and neighborliness
- Use housing to help develop a diverse and socially cohesive community in Edina and in the Greater Southdale area.
- Housing should be located and designed to promote an active and safe public realm, which contributes to social interaction among residents and leads to a sense of community.
- Family housing, as part of identifiable neighborhood areas, should be in ground-oriented developments, close to open space, community facilities, and other amenities designed for children.
- Housing should be developed as part of a complete community, with compatible retail and service uses and other destinations within walkable and bikeable proximity.

Land Use Goal #6: Support the maintenance of residential areas consistent with city standards.

- Encourage the maintenance of housing stock and surrounding neighborhoods in a way that contributes to health and livability.
- Encourage the development of neighborhood and community associations that support community standards while maintaining a welcoming environment.

District Services, Arts, and Culture

Land Use Goal #7: Accommodate public, institutional, arts, and cultural elements that are needed to create a complete and livable community.

- Ensure that adequate space is made available to meet current and future for public services in the district, including educational services, social services, public utilities, maintenance of the public realm, and other public functions.
- Encourage the co-location of destination of public and institutional uses with other uses in the district, to support efficient use of space and to provide convenient access to the public.
- Support the development of arts and cultural elements throughout the district, including galleries, community centers/spaces, public art, performance venues, and other elements.
- Promote the inclusion of arts and cultural elements into private sector development where feasible.

Medical

Land Use Goal #8: Continue to support the role of the district as a health and wellness destination.

- Support the continued presence of Fairview Southdale Hospital and other health care services in the district.
- Incorporate considerations of health and wellness into the development of all elements of the Greater Southdale area.

4.4 Transportation and Mobility

Introduction and Current Conditions

Introduction

Land use and transportation are two distinct yet closely related elements of community design, working together to establish the character and setting of urban places and the habits and behaviors of people who access and use them.

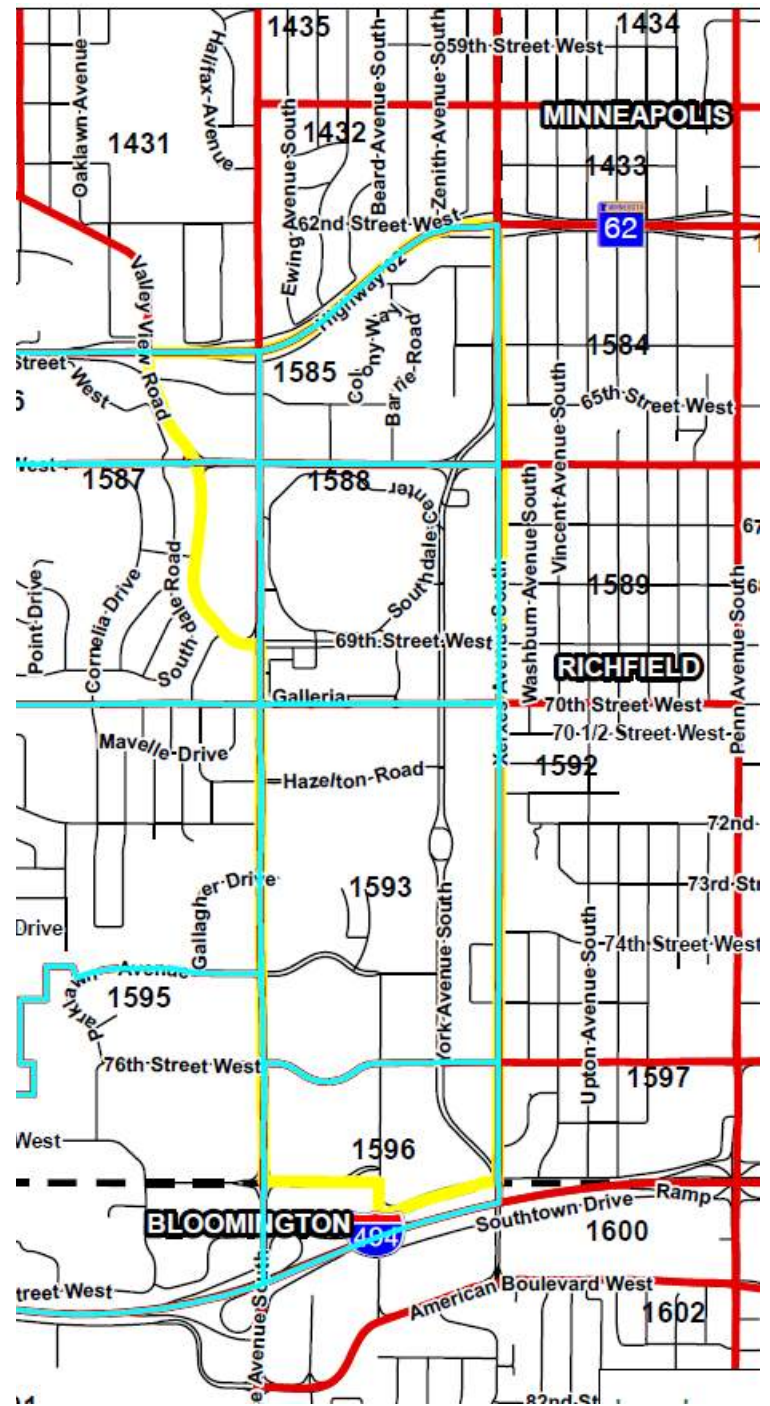
The integration of land use and transportation planning increases accessibility. Mixing land uses at higher densities increases proximity. Providing transportation modal choices increases mobility. Both proximity and mobility enhance accessibility.

The transportation system currently serving the Greater Southdale District was intentionally designed to (and over time further evolved to) emphasize and facilitate automobile use as the primary mode of travel. At the time when Southdale opened its doors in 1956, previous agricultural fields were being transformed to become suburban land uses that were seemingly spread across the landscape without barriers. The transformed landscape shouted borderless freedom, and the private auto was as much an expression of freedom as it was a transportation conveyance.

Fast forward to 2018, and the implications of our culture's almost singular reliance on automobiles have become all too clear; across the nation and even within and around the Greater Southdale District.

Transportation System Elements

Measuring the volume of travel mode-specific infrastructure, it is clear that Southdale's transportation system is heavily weighted in favor of automobiles and auto use. At the time Southdale was designed and constructed, when overall automobile use was encouraged, it was anticipated that pedestrian and transit access would be antiquated and soon to be forgotten modes of travel. Southdale's transportation system consists of:



- **Eastern and western border streets; France Avenue and York Avenue.** These are two, wide surface streets running north and south that accommodate regional, sub-regional, and local community travel.
- **East/west streets.** These streets (65th, 66th, 69th, 70th, and 76th Streets; Gallagher and Minnesota Drives; Hazelton Road; and Parklawn Avenue) penetrate the district. Some of them extend between France and York Avenues. They were designed to serve sub-regional and local traffic.
- **North/south internal streets.** Rather than operate like streets, these function like extended driveways to link parking lots.
- **Trunk Highway (TH 62) and I-494.** These are two controlled access highways that are linked to the surface street system and were designed to serve regional and sub-regional travel.
- **Parking lots.** Parking lots, not buildings, comprise approximately 50 percent of the land in the Southdale district. Driveways that shoot off from the internal, on-site streets provide direct access to the lots.
- **Sidewalks.** Sidewalks line both sides of France Avenue from TH 62 to 76th Street, and only the west side of France Avenue from 76th Street to I-494. Sidewalks have been constructed on both sides of York Avenue between TH 62 and I-494. Some of the east/west streets that penetrate the Southdale district and the north/south streets that provide for automobile travel only have sidewalks on one side, and some are without any sidewalks at all. Generally, the orientation of on-site sidewalks is toward parking lots and not to the front doors of businesses.
- **Transit.** As illustrated to the right, the six transit routes serving the Southdale run along France and York Avenues and all the east/west streets penetrating the district except Gallagher Drive. The Southdale Transit Center, a hub where transfers between routes occur, is located at the intersection of York Avenue and 66th Street. Many of the bus stops are without any amenities (not even a bench) to make the transit experience more comfortable for passengers. A criterion for locating bus stops should be convenient, comfortable access between the sidewalk and the bus. At a minimum, benches should be installed at bus stops. They should be set back from the curb to ensure that passengers will not be sprayed with slush in the winter. Shelters should be provided at the bus stops with the highest levels of passenger boardings and alightings.



Daily Traffic

The Twin Cities region, no different than other metropolitan areas throughout the country, is experiencing a phenomenon where, in the urban core and first ring suburbs, **daily traffic volumes** in recent years have held steady or have generally been decreasing. At the same time, **peak hour traffic volumes** have increased and the peak of peak hour periods, which historically lasted for 10 to 15 minutes, is now longer. The streets described above, especially France and York Avenues and the major east/west penetrating streets, are no exception. The figure below illustrates historical Annual Average Daily Traffic (AADT) on street serving the Southdale District.

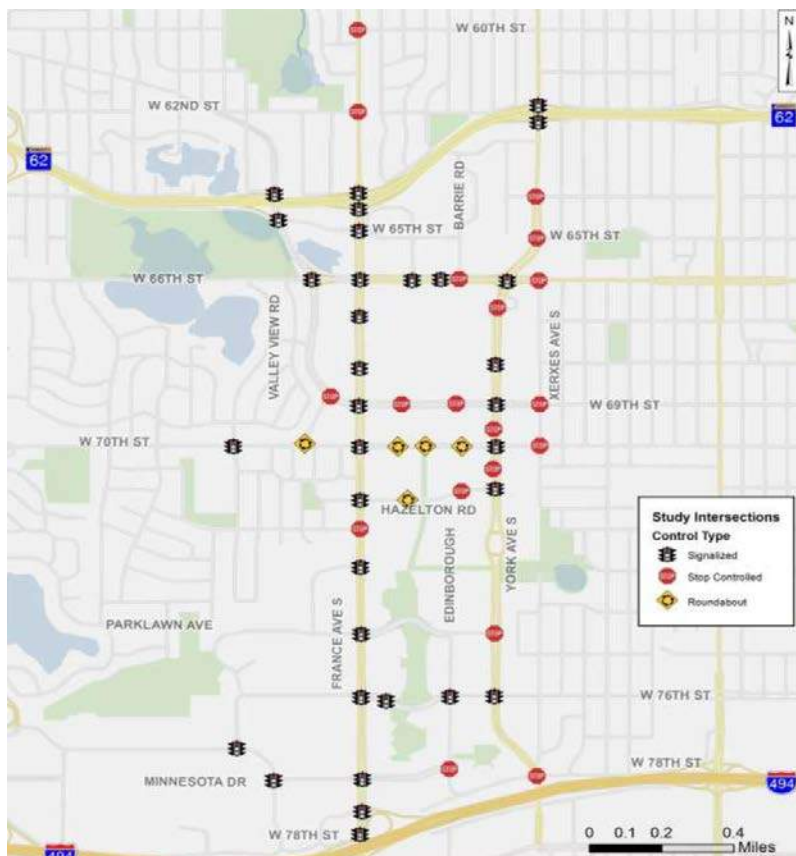


GREATER SOUTHDALE AREA
ANNUAL AVERAGE DAILY TRAFFIC VOLUMES
2007, 2012/2013, and 2014/2016



2016 Southdale Transportation Study

In 2016, the City of Edina contracted WSB & Associates, Inc. to prepare the Southdale Transportation Study to update a computerized model of the Southdale area that had been developed eight years earlier for the city's 2008 Comprehensive Plan.¹ In addition to providing information that was used to prepare the Transportation Chapter of the Comprehensive Plan, the model provided the city with a tool that could be continuously updated to help gauge the compound effect of multiple developments in the Southdale area. The 2008 computer model was calibrated against traffic volumes that were observed in 2008. By 2016 it was time to recalibrate the model, to ensure its continued accuracy, against more current (2015) traffic volumes. The study area boundaries for the updated, 2016 model are 60th Street on the north, the Richfield/Edina border on the east, the Bloomington/Edina border on the south, and TH 100 on the west. The model included 40 signalized intersections, 20 un-signalized intersections, and three roundabouts. A map showing study area intersections is presented to the right. Once the model was recalibrated, it was used to forecast 2040 traffic conditions for two, alternative land use density scenarios for the Southdale area. The alternative scenarios are described below.



Intersections analyzed in the Southdale Transportation Study (WSB & Associates, Inc. July 2016).

- Base-Low Density Scenario
 - Population 20,580
 - Households 9,900
 - Approximate Average Residential Density 25 dwelling units per acre
- High Density Scenario:
 - Population 39,690
 - Households 19,300
 - Approximate Average Residential Density 50 dwelling units per acre

¹ The 2016 Southdale Transportation Study was a comprehensive study of the southeast quadrant of the city. It was considered a comprehensive study because of its geographic scope and the fact that it covered all of the predominant modes of travel within the area: auto, transit, bicycle, and pedestrian.

Major findings documented in the 2016 study indicated that in general most intersections in 2016 were operating at an acceptable, overall Level of Service (LOS) D or better. Problematic intersections found to operate at LOS E or F are listed below.²

- 2016 Existing Conditions:
 - York Avenue at W. 78th Street = LOS F
 - France Avenue at TH 62 North Ramp = LOS E
 - France Avenue at W. 76th Street = LOS E

Results of the analysis conducted for the forecast 2040 Low Density scenario showed that the majority of intersections will operate at acceptable, overall LOS D or better. Intersections forecast to operate at LOS E or F include five intersections listed below.

- Forecast 2040 Base-Low Density Scenario:
 - York Avenue at W. 78th Street = LOS F
 - Minnesota Drive at Edinborough Way = LOS F
 - France Avenue at TH 62 North Ramp = LOS E
 - France Avenue at W. 76th Street = LOS E
 - Hazelton Road at Target Access = LOS E

The forecast 2040 High Density analysis showed that the majority of intersections under study would operate at overall, acceptable LOS. LOS E or F intersections under this scenario included:

- Forecast 2040 High Density Scenario:
 - York Avenue at W. 78th Street = LOS F
 - Minnesota Drive at Edinborough Way = LOS F
 - York Avenue at Parklawn Avenue = LOS F
 - France Avenue at TH 62 North Ramp = LOS E
 - Xerxes Avenue at TH 62 North Ramp = LOS E
 - France Avenue at Parklawn Avenue = LOS E
 - France Avenue at W. 76th Street = LOS E
 - Hazelton Road at Target Access = LOS E
 - France Avenue at Minnesota Drive = LOS E

The 2016 Southdale Transportation Study found that LOS at the problematic intersections can be improved through a number of actions, including:

² Intersections are given a Level of Service (LOS) grade from “A” to “F” to describe the average delay drivers experience at an intersection. LOS is a function of **peak hour traffic turning movement volumes**, intersection lane configuration, and the traffic controls at the intersection. LOS A is the best traffic operating condition, and drivers experience minimal delay at an intersection operating at that level. LOS E represents the condition where the intersection is at capacity, and some drivers may have to wait through more than one green phase to make it through an intersection controlled by traffic signals. LOS F represents a condition where there is more traffic than can be handled by the intersection, and many vehicle operators may have to wait through more than one green phase to make it through the intersection. At a stop sign-controlled intersection, LOS F would be characterized by exceptionally long vehicle queues on each approach at an all-way stop, or long queues and/or great difficulty in finding an acceptable gap for drivers on the minor legs at a through-street intersection.

- **Improving intersection control devices.** For example, a two-way stop sign could be changed to an all- way stop.
- **Adjusting traffic signal timing.** For example, the signal cycle might be increased or decreased or more “green time” could be allocated to an intersection approach with comparatively more vehicle demand.
- **Geometric improvements on minor legs.** For example, additional lanes or longer turn lanes could be constructed.

Analyses in the 2016 Transportation Study showed that most of the documented traffic issues can be addressed by relatively low-cost improvements such as:

- Signal timing improvements;
- Improvements to turn lanes geometry, or:
- Installation of traffic signals or roundabouts at stop-controlled intersections;

Summary of Current Conditions

- The transportation system, with its predominant auto-orientation, is perfectly suited to serve a mid-1950s era shopping center in a suburban location.
- An analysis of the district’s trip-geography showed that patrons, customers, and employees of the district comprise the largest percentage of trips on the district’s streets.
- The spacing of signalized intersections at 640 to 800 feet encourages higher speeds on France and York Avenues. Increasing the number of signalized intersections and reducing the distance between them will serve to reduce the average speed.
- There are few opportunities for pedestrians to comfortably cross France and York Avenues, given street widths and the scarcity of signalized intersections. This impacts the ability of nearby residents to walk to the district.
- Neither the adjacent sidewalk system nor the internal, on-site system encourages pedestrian circulation.
- There is a serious lack of transit facilities to help ensure a level of comfort for passengers.
- Parking lots cover approximately 50 percent of the district, further demonstrating its auto-orientation.

The 2016 Southdale Transportation Study concluded that with possible increased development in the future, more trips are expected by all modes of transportation and, if a greater proportion of these trips are walking, bicycling, and/or transit trips, pressure on the roadway system would be reduced. Further analysis of the traffic volumes identified the origins and destinations of daily and peak hour traffic using the streets within the Southdale district. The findings showed that a significant percentage of traffic (43 percent) comprises trips to and from the Southdale district. Trips passing through, without stopping account for 40 percent of the traffic, and trips to and from surrounding neighborhoods (between TH 100 and I-35W) comprise 17 percent of the traffic.

Signalized intersections are the only locations along France and York Avenues where pedestrian crosswalks are provided. For obvious safety reasons, pedestrians are encouraged to use the crosswalks to circulate across these two streets. The traffic signals are generally located 640 feet to 800 feet apart, which is appropriate spacing for a 40-mph street. The traffic signals on streets with slower posted (and actual) speeds are typically spaced closer together.

Trends, Challenges, and Opportunities

Trends and Challenges

National trends affecting the district's current land uses and character and future marketability are:

- Downturn in the patronage of bricks and mortar retail stores, as online shopping becomes more accepted and prevalent;
- Upturn in the need for additional multi-family housing units to accommodate growing populations of empty nesters who are downsizing and millennials who have decided not to enter the single-family housing market;
- Increased awareness of the immediate and latent costs of owning and operating an automobile;
- Increase in real-time ride-sharing, car-sharing, bike-sharing, scooter-sharing, and real-time traveler information;
- Increased dynamic parking management systems;
- Increased desire to live, work, and play in one location; and
- Increased market support for medical and health-related services and facilities.

These trends have presented challenges for the district and have called into question the viability of the district if these trends continue without a strategic response from both the public and private sectors.

Opportunities

It is the lack of foreseeable market support for some of the existing uses in the district that has presented an opportunity to re-think and re-imagine Greater Southdale and consider new land uses and new goals and policies that will, over the next 50 years, facilitate responses to current market realities --- in a way that not only positively affects the district but also Edina residents in adjacent neighborhoods and throughout the City as a whole. Because land use and transportation are so intimately intertwined, a new land use paradigm for the district necessarily calls for a new transportation system to accommodate it. As the Greater Southdale District becomes an even denser concentration of shopping, housing, hospitality/entertainment, employment, community services and high quality walkable public parks and public realm, there is the possibility of an integrated suite of mobility services to bridge the distance between high-frequency transit and an individual's origin or destination, thereby increasing transportation choices, decreasing dependence on the single-occupant car, and reducing traffic congestion.

Recognizing that the Greater Southdale District already has significant assets that should not be lost as the district evolves, the Greater Southdale District Work Group articulated transportation-related opportunities in the following "Aspirational" statements.

Aspiration #3: Invent infrastructure matching the district's sense of innovation where:

- Mutually-supportive and forward-looking infrastructure is the norm, looking beyond baseline utilitarian functions of a single site to create a broadly supportive district infrastructure.
- Infrastructure aligns with the creation of public space in the district, sharing space and resources that result in compelling, attractive and high-functioning civic spaces.
- Care for and perpetuation of public infrastructure anticipates daily human activity in all seasons.

Aspiration #7: Encourage district evolution based on incremental change and the creation of a great pedestrian experience where:

- A basic framework of streets and blocks encourages pedestrian activity and well-considered buildings.

- A rich variety of public or publicly accessible spaces are woven into the experience of the district.
- Sites and buildings support a pedestrian experience first, with storage of cars considered last.
- Development on sites links to streets and to each other to create continuous, safe, and inviting pedestrian experience.



Aspiration #8: Build (or plan for) a street network encouraging pedestrian movement across and through the district where:

- Walkable block lengths are the baseline framework for development.
- Enhanced and more frequent street crossings facilitate pedestrian movement.
- Wide landscaped boulevards encourage pedestrian activity and create a distinct district signature.
- Community corridors within and extending well beyond the district enhance bicycle and pedestrian access while accommodating vehicle traffic on pedestrian terms.

Aspiration #9: Imagine transportation in the district where:

- Cars are not the focus and streets accommodate more than vehicles.
- Major streets balance access and mobility.
- Some streets serve as community corridors, linking to other community destinations with features that allow for movement in addition to cars.
- Transit is a baseline service, both within the district and to non-Edina locations.
- Transportation recognizes trends, including autonomous vehicles and a time when parking structures aren't needed for public parking.

City of Edina 2015 Living Streets Plan:

In 2015 the City prepared its Living Streets Plan, which was presented to Council for adoption that same year. The plan included Living Streets Policies that were formulated to support new ways of thinking about the City's street system; how streets are designed and how and by whom they are used. As the City has moved closer toward being a more active and livable community, the street system should become more "*human-centered*" so that they are designed and engineered to be safe and convenient for everyone – not just drivers but also cyclists, transit riders, wheelchair users, and pedestrians of all ages and abilities.

Living Streets are designed to improve residents' health and quality of life while enhancing a neighborhood's social and economic vitality. As such, *Living Streets* refers to public realm and street design that:

- Provides for multiple modes of transportation,
- Reduces environmental impacts by reducing impervious surfaces, managing stormwater and providing shade, and
- Focuses on quality of life aspects and community identity.

In many ways, the concept of *Living Streets* is similar to *Complete Streets*, which was adopted in 2010 by the State of Minnesota and included in Complete Streets legislation. The goal of the legislation was to enable MnDOT to develop a balanced transportation system that integrates all modes, and to accommodate transportation users of all types, ages and abilities. Edina's Living Streets takes Complete Streets further by incorporating the City's active living focus as well as addressing environmental and sustainability concerns more directly.

Edina's Living Streets Policy informed the development of transportation-related goals and policies for the Greater Southdale District.

Transportation Goals and Policies

Transportation Goal #1: Provide an accessible transportation network for multiple travel modes, moving the physical environment of the Greater Southdale District to a more vibrant pedestrian-oriented character and function, with complementary accommodation of motor vehicle circulation, public transit, bicycle circulation, and integrated parking.

Transportation Goal #2: Identify the roadway, transit, and public realm connections needed to facilitate the evolution of the Greater Southdale District as a highly-livable, walkable, healthier, dense, mixed-use center, and to transition to and reconnect with adjacent neighborhoods.

Policy #1: Regional Roadway Access. Maintain adequate regional vehicle accessibility while also minimizing its negative impacts on Greater Southdale area circulation, not only regarding cars and vehicle deliveries, but also transit and bicycle usage, and pedestrian convenience and comfort.

Policy #2: Street Grid. Establish a district-wide street grid system based on blocks that are approximately 200' x 200'. Grids are highly connected street networks that are essential for neighborhoods that balance public and private life. To the extent that grids enhance property access, they are important for unlocking land value increasing economic benefits.

Policy #3: Signature/Gateway Roadways. Transform France Avenue, York Avenue, and 66th Street with traffic-calming measures and beautification measures to discourage an increase in through-traffic, enhance pedestrian/bicyclist/transit user safety and comfort, promote adjacent neighborhood livability, and establish a deeper sense of arrival and sense of place for the Greater Southdale District. Extend the identity of the Greater Southdale District beyond its edges while conversely sharing the value of its amenity with neighboring residential areas, i.e. establishing a seam rather a border.

Policy #4: Internal Roadways. Develop prototype streetscape designs for new streets/roadways created as part of and to service redevelopment, and for possible re-design of existing streets/roadways, emphasizing legibility, pedestrian safety and comfort, street trees and other greenery, energy-efficient, pedestrian-scale lighting, and sustainability and storm water management techniques. Devise a phasing plan to make amenities available as people move in and new uses are established.

Policy #5: New Street Development. Extend Drew Ave south. Extend Barrie Road across 66th Street. Extend 65th Street to Xerxes. Redesign Barrie Road to be pedestrian-focused.



Policy #6: Mobility Hub. Develop a strategy for a mobility hub(s) that would connect different modes of travel – walking, biking, transit, and shared mobility that would integrate information technology to help travelers find, access, and pay for transit and on-demand shared mobility services to enhance mobility for travelers of all ages and abilities.



Source: San Diego FORWARD – Regional Plan 2019-2050

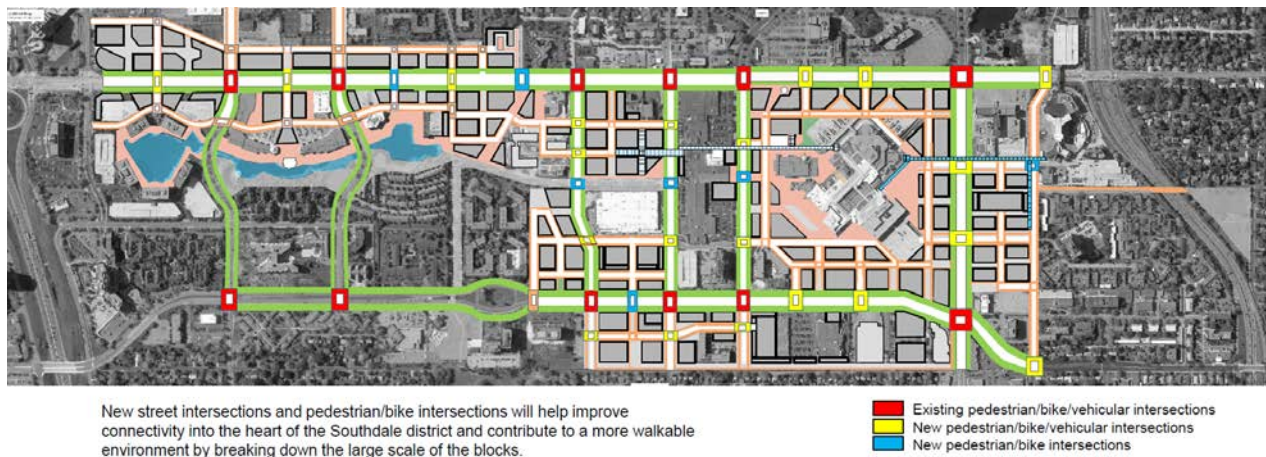
Policy #7: Transit Service and Facilities (regional and local, transit system evolution). Determine need for revised routes/level of service for enhanced local use and circulation within Greater Southdale District and for regional access. Examine need for an enhanced transit center and possible relocation. Examine transit center co-location possibilities with other public or private development, including shared public parking. Create new east-west transit corridor connections.



Policy #8: Bus Shelters. Install enhanced bus shelters at every stop along France Avenue, York Avenue, and 66th Street, as well as in other locations where need arises due to increased levels of demand.

Policy #9: Circulator Bus. Evaluate ridership and other aspects of the Southdale circulator bus, and devise methods for expanding its service, including consideration of “public transit on-demand” methods such as partnerships with ride-hailing apps/companies.

Policy #10: Pedestrian Circulation. Create additional opportunities for pedestrians to safely and comfortably cross France and York Avenues by increasing the number signalized intersections, including mid-block connections or other measures where appropriate, thus reducing the posted speed on these streets and facilitating a slower and more effective traffic signal progression for through traffic. Determine design and costs for (1) new pedestrian/bike/vehicular intersections, and (2) new pedestrian/bike intersections. Create expanded sidewalks, with double-rows of tree canopy, on France Avenue, York Avenue, and 66th Street.

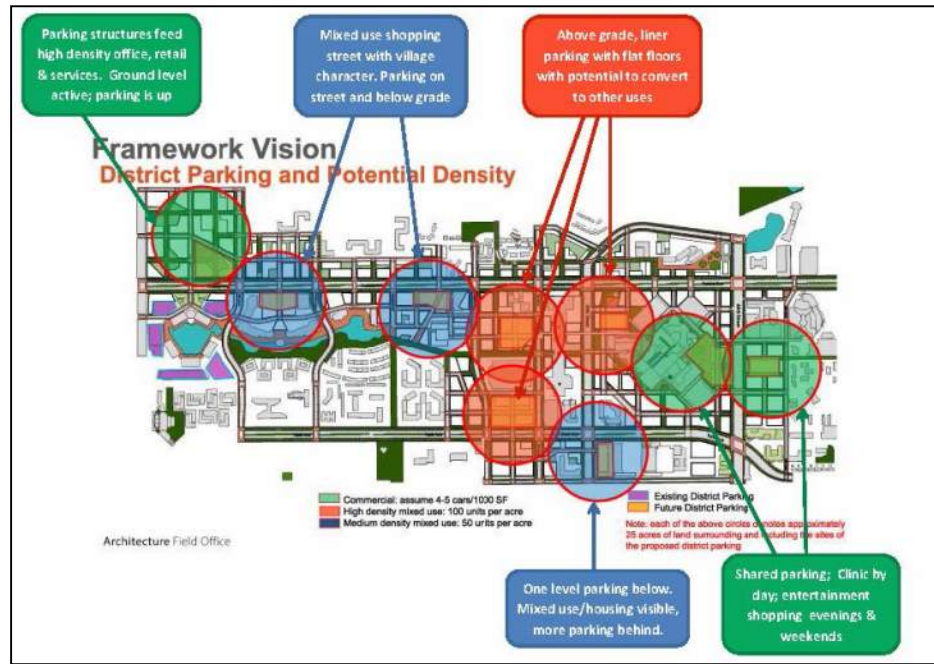


Policy #11: Bicycle System and Facilities. Provide a continuous, on-site route for bicycles that is connected to east/west streets penetrating the site and to provide access to the adjacent neighborhoods.

Policy #12: Signage and Wayfinding. Devise and install a district signage and pedestrian wayfinding system in multiple languages (at least the top three non-English, primary languages in the Edina community - Spanish, Hmong, and Somali).



Policy #13: Parking and Loading. Develop a plan to establish public district shared parking facilities in key locations to serve public facilities and/or to augment private parking. Future-proof parking structures by requiring flexibility and adaptability in above-ground parking structures for possible future changes in use, addressing such issues as floor-to-ceiling height and other relevant features.



Policy #14: Public Realm Maintenance. Prepare a Public Realm Maintenance Plan that includes increased levels of service for snow-clearing in all walkable areas (sidewalks, public paths, and trails), working with Metro Transit to ensure a similar level of maintenance of their facilities in the Greater Southdale District. Study the feasibility of installing geothermally-heated systems for dealing with snow clearing for all walkable areas.



4.5 Parks, Open Space, Arts, and Culture

Introduction and Current Conditions

Open space provided by both the public and private sectors is a key feature of a livable community. The Greater Southdale District currently has both public and privately-owned high-quality open space. These areas are clustered in the Centennial Lakes and Edinborough areas in the southern portion of this district. The northern portion is currently undergoing redevelopment of large parking lots to higher-density predominantly residential uses, with concurrent provision of onsite landscaping. The France Avenue and York Avenue corridors are also experiencing redevelopment with higher density infill.

There is a need for the public sector to analyze this change and to provide a responsive strategy for providing the appropriate public parks and open spaces for the increased local needs for healthy and active living, while also responding to the district's increasing profile as a regional destination for shopping, employment, and medical services and healthcare. The character of the renewed and new parks and open space system will need to vary from quiet, contemplative, and green, to crowded, high energy, and connected to an enlivened street, sidewalk, and pathway network. Arts and culture will need to be woven into the fabric of the experience.

Existing Park Facilities and Programs/Events

Centennial Lakes Park: Located in the southern portion of the Greater Southdale District, Centennial Lakes Park is comprised of 25 acres focused on a 10-acre lake (stormwater pond). In addition to a walkway encompassing the lakes, major features include:



- **Centrum/Hughes Pavilion:** Overlooking a sparkling 10-acre lake, the Hughes Pavilion is perfect for receptions, parties, meetings and events for up to 120 guests. It offers cozy fireplaces, floor-to-ceiling windows, lakeside patio, warming house for winter ice skating, free parking and a convenient location.
- **Amphitheater:** The Amphitheater is a lakeside venue, with its crescent-shaped seating area for outdoor concerts. It is also a popular location for outdoor wedding ceremonies.

- **Mini-Golf Course**
- **Lawn Bowling**
- **Boating (rental paddle boats)**
- **Events and activities** including Edina Art Fair, Parade of Boats (Edina Model Yacht Club), Fall into the Arts Festival, Winter Ice Festival, Farmers Market, and Torchlight Concert.



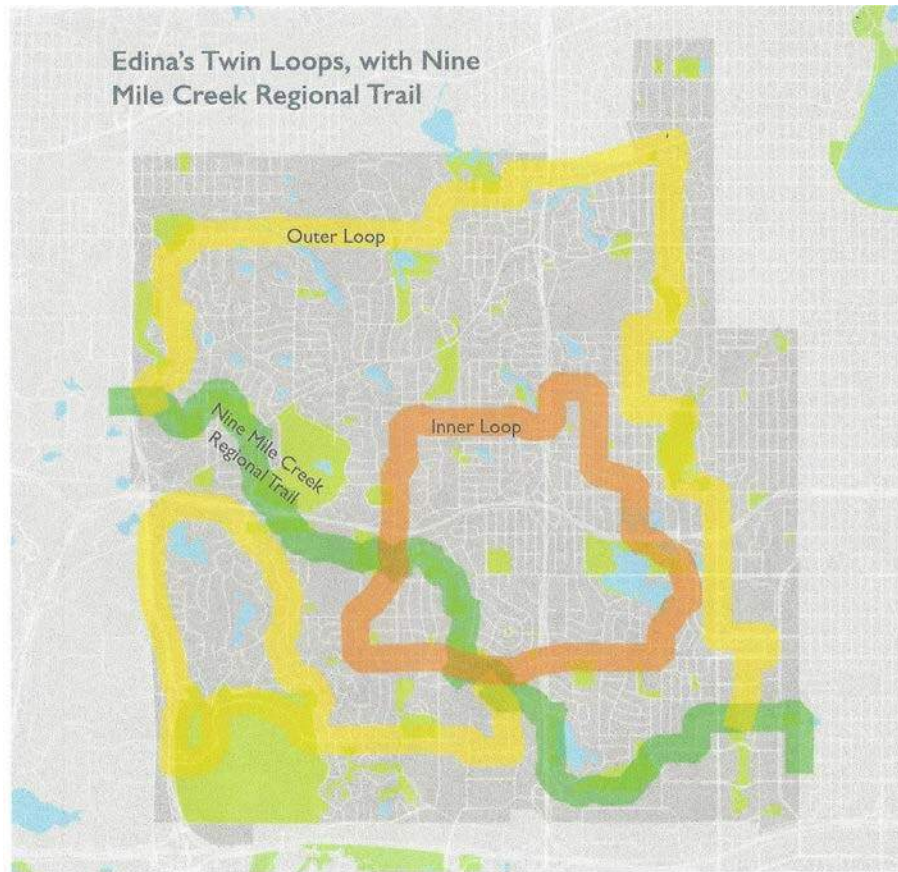
The Promenade: An 80-foot wide 1.5-mile-long landscaped corridor with shared-use walking and biking paths, water feature, and public art.



Yorktown Park: A 3.4-acre park at 73rd and York Avenue, including a skateboard park and community gardens.

Edinborough Park: A two-acre indoor park facility that offers a variety of active recreation facilities including Adventure Peak (a Northwoods climbing structure), Little Peak (for toddlers), a 1/16 mile three-lane running track, an indoor pool, a “party plateau” setting with tables and seating, a 60’ x 90’ multi-purpose Great Hall, and an amphitheater with a stage for performances. Annually-scheduled events include: Indoor Music in the Park, Halloween Party, Breakfast with Santa, and New Year’s Eve Party.

Nine-Mile Creek Regional Trail: A project of Three Rivers Park District, this proposed regional trail would take users across 1.7 miles of wooden boardwalk and 14 miles of paved trail connecting Hopkins and the Minnesota River Bluffs LRT Regional Trail within the cities of Edina and Richfield. This regional trail would be connected to the planned Twin Loops Framework for Edina’s walk/bike network connecting neighborhoods throughout the city. The City of Edina has been working closely with Three Rivers Park District and others to identify the most appropriate alignment of this east-west regional corridor. The general alignment is shown in Figure X.



Park Dedication

In line with State of Minnesota enabling legislation (Minn. Stats. § 462.358, Subd. 2b), the Edina City Code (Chapter 32 -Subdivisions, Article V – Dedication) requires that at the time of subdivision, developers are required to dedicate land for public use as parks, playgrounds, recreation trails or public open space, in an amount equal to the subdivision’s share of the city park system. If the city determines that land is not needed in the area of the proposed subdivision, the city may alternatively require payment of an equivalent amount of cash.

Trends, Challenges, and Opportunities

As the Greater Southdale District grows and changes, the amount, location, design, programming, and maintenance of the parks and open space will need to respond to new requirements. The challenge is to structure the new investments to consider not only the diversity and complexity of the needed parks and open space, but also to consider the diverse and complex needs of people living, working, and recreating in a dense and compact mixed-use environment. The challenge is to knit together existing elements with new ones that facilitate the district’s evolution. Each new investment must add value to the whole and help create an integrated network.

The Parks, Open Spaces, and Natural Resources chapter of the Comprehensive Plan not only reaffirms the goal of devoting a minimum of 15 percent of Edina’s land area to parkland and open space, but also states the following action directives:

- *Action:* Establish additional, more meaningful metrics to proactively select the best approach to the changing needs of our community.
- *Action:* Match increasing density of commercial and residential growth with the creation of new parks and open spaces, or connections to existing nearby parks.
- *Action:* Establish plans for what defines a park in future “hardscape” environments as they are developed (such as the Greater Southdale District).
- *Action:* Ensure there is a voice in how parks may be included in any future discussions or plans on “Highway Lids” within Edina.

This goal and the action directives acknowledge that the 15 percent citywide standard (with its focus on land area, but not on distribution or not on park acres per person within some reasonable distance of a park) may not be appropriate for the rapidly-urbanizing Greater Southdale District. The 15 percent standard for the 700+ acre Greater Southdale District may be equal but not equitable. We only have to look at the great example of Centennial Lakes – a park with a lake that is basically a stormwater pond. How else might we achieve parks through satisfaction of other base infrastructure or utility needs of the district – playing fields atop parking reservoirs, urban courtyards over stormwater collection, solar trellises over public spaces? Could developing a biofiltration landscape become the organizing concept for parks and open space as the rest of the district is redeveloped?



Edina’s changing demographic profile poses both challenges and opportunities for the evolving Greater Southdale District. New residential development has responded to the increased demand for both rental and condo apartments serving both young adults and empty-nesters looking to downsize. Edina’s growing ethnic and racial diversity has produced much discussion and strategizing on better methods for Edina to be more inclusive. Parks and recreation services and facilities can offer exciting and effective ways to enhance community cohesion and healthy lifestyles. The **Edina Strategic Master Plan for Parks, Recreation and Trails** states that updating and adapting parks and recreation infrastructure to be more inclusive and accessible provides increased opportunities that empower more independent individuals who can contribute positively to the community. Lower mobility populations, including older individuals, will greatly benefit from an approach that emphasizes accessibility for all.



Much of the land area in the Greater Southdale District is covered with hardscape, parking lots and driveways, especially in the northern portion between West 70th Street and West 66th Street and along extended stretches of France Avenue and York Avenue. Trees and tree canopies are an integral part of community life in most of Edina. The exception is the Greater Southdale District. In the primarily single-family and lower density areas of Edina, trees and tree canopies provide important economic, social, and ecological benefits. As the Greater Southdale District evolves, there is the opportunity to incorporate the planting and maintaining of trees and creation of significant tree canopies that will help the area become more sustainable, reduce the negative impacts on the ecosystem from higher-density compact development, and increase property values.



The Centennial Lakes and the Promenade are well-designed and maintained. This landscaped public realm includes public art installations and performance art venues. There is an opportunity to build upon this, extending and expanding the amenity throughout the northern portion of the Greater Southdale District and to leverage it towards a more prominent role in establishing an overall identity for the whole larger area and unique identities for each of the sub-districts and the gateway corridors of France Avenue and York Avenue. An overall strategy could also consider events, pop-up installations, competitions, and demonstrations.



Parks, Open Space, Arts, and Culture Goals and Policies

The Greater Southdale Work Group determined that open space and parks, with complementary arts and culture elements and programming, are integral to the positive experience desired for the evolution of the Greater Southdale District. The **Design Experience Guidelines**, one of the major products of their three-year deliberations and dialogue, states that one of the fundamental principles of the vision for the Greater Southdale District Plan is to knit the district together through a new green and blue network of spaces and places.

Parks Goal #1: Encourage a more vibrant, healthy, and equitable whole life community designed with publicly-accessible parks and open spaces and places in the Greater Southdale District that (1) respond to the special requirements and needs of a rapidly-urbanizing mixed-use landscape, and that (2) ensure children and people of all ages, abilities, income-levels, and cultures have a safe, supportive, and stimulating place to lead active lives, and to learn, experience, and grow.

Parks Goal #2: Develop a new Central Park/Connection to Centennial Lakes in the northern portion of the Greater Southdale District that emphasizes creative storm water management, including daylighting, to create multi-functional community open spaces, a character-defining amenity for an interconnected biofiltration open space network.

Policy #1: Prepare a Greater Southdale District Parks, Open Space, and Recreation Plan that addresses the challenges and opportunities inherent in a rapidly-urbanizing area, that encourages active healthy lifestyles, environmental awareness, lifelong learning, and social cohesion. Develop an implementation strategy that focuses on public realm/pedestrian improvements and that incorporates arts and culture facilities and programming.

Policy #2: Conduct a feasibility study for a new Central Park in the northern portion of the Greater Southdale District, with connections to the Promenade and Centennial Lakes.



Policy #3: Conduct a feasibility study for a park/land bridge “Lid” across Highway 62, connecting the Greater Southdale District to Strachauer Park.



New flyover on ramp north from France to HWY 62

E France Avenue

C New redefined W 65th Street

New entrance for Fairview Hospital with new development opportunities on the north side of the property on MNDOT underutilized freeway embankment

Direct connection from Fairview Hospital Parking for staff and Patients

New connection at Barrie Road

Lid over the drive lanes on HWY 62 roadbed

D New 4 land street south Hwy 62 (at the level of the lid) connecting the on and off ramp intersections at Xerxes and France and above

New redevelopment opportunities

A New redefined pedestrian green street with combination pedestrian, bike and vehicles with no curbs

E Xerxes Avenue

New flyover exit ramp north to Xerxes

Policy #4: Conduct a feasibility study for the development of a new multi-generational Community Center in the Greater Southdale District, including consideration of co-location with other community facilities such as a senior center, an art center, a school, and the proposed Hennepin County Library facility.

Policy #5: Develop an Arts and Culture Program and Event Strategy for the Greater Southdale District. Involve the Arts and Culture Commission, Parks and Recreation Commission, Human Rights and Relations Commission, the Edina Chamber of Commerce, Heritage Preservation Commission, Hennepin County Libraries, Edina Community Foundation, Edina Community Education, and the Edina and Richfield School Districts.



Policy #6: Reserve and acquire property needed for new public parks, open spaces, plazas, and public realm connections that responds to the needs of increased residential densities, commercial growth, and enhanced use of the district as a regional destination. Consider additions over the citywide goal of 15 percent goal, as well as alternative designs and facilities that support the larger vision of innovation for this District. Develop spaces that expand the size, functionality, and flexibility of the existing network in the southern portion of the district concurrent with the development of complementary new facilities in the northern portion that will accommodate a range of activities including casual public use, special events, and active recreation, and continue the integration of daylighting the stormwater management function into park design.



Policy #7: Support the creation, maintenance, and perpetuation of publicly-accessible private open spaces. Establish guidelines for their creation, design, thresholds for access, location, etc., and other measures that will ensure their continued use.



Policy #8: Develop a Tree Canopy/Urban Forest Management Plan for the Greater Southdale District, with a tree care and maintenance program, and strategies for partnering with others to design, preserve, restore, and manage the urban forest infrastructure.



Policy #9: Sponsor creative placemaking to improve the livability and enjoyment of the Greater Southdale District in the short- to medium-term, before larger development projects or capital improvements are installed over the next several decades.

“In creative placemaking, partners from public, private, non-profit and community sectors strategically shape the physical and social character of a neighborhood, town, tribe, city or region around arts and cultural activities. Creative placemaking animates public and private spaces, rejuvenates structures and streetscapes, improves local business viability and public safety, and brings diverse people together to celebrate, inspire and be inspired.”

National Endowment for the Arts



4.6 District Services and Facilities

Introduction and Current Context

“Social Infrastructure” includes government and community resources, programs, facilities, and social networks that contribute to a community’s health, safety, and well-being. Strategic investment in social infrastructure encourages greater levels of equity, equality, access, participation, and social cohesion. These services are as important to Greater Southdale’s future as “hard” services like water, sewer, roads, and transit. Provision of these “social infrastructure” services is especially important in areas experiencing major growth as is the Greater Southdale District.

“Social Infrastructure” services and facilities are the publicly-accessible resources that . . .

- **Help make lives safer, healthier, and more enjoyable, and**
- **Enhance skills and abilities to enable residents, employees, and visitors to lead more rewarding and productive lives.**

The City of Edina has a broad range of community services and facilities, many delivered by the City and some delivered by Hennepin County. The City is welcoming new population and employment growth and is adopting policies to shape and locate that growth to several areas or nodes: 50th and France Avenue, 44th and France Avenue, Wooddale-Valleyview, Grandview, and 70th and Cahill. Also designated to receive much of the city’s future growth is the rapidly-evolving mixed-use Greater Southdale District. The Comprehensive Plan chapter addresses future requirements for communitywide services and facilities. This chapter will focus on the requirements for services and need for possible expansion of existing programs and facilities or the creation of new ones in the Greater Southdale District.

This chapter will discuss libraries, schools/lifelong learning, health active living/health care resources, and public safety/emergency preparedness. However, in terms of how the general public views community services and facilities, parks and recreation services, as well as cultural facilities such as fine arts and performing arts, are often included. These latter services/amenities, with respect to goals and policies for the Greater Southdale District, are dealt with in Chapter 4.5 Parks, Open Space, and Arts and Culture.

Libraries. Southdale Library, owned and operated by Hennepin County, is located at 7001 York Avenue South. This 70,000 sq. ft. facility has assistive technology, a computer lab and 127 work stations, 38 word-processing stations, a meeting room with a capacity of 200, government documents, and language collections (Chinese, Russian, Somali, Spanish, and Vietnamese).

Schools/Lifelong Learning. The Greater Southdale District is served by Edina Public Schools (ISD 273) and Richfield Public Schools (ISD 280). However, the only school within the Greater Southdale District is the Step By Step Montessori school at 6519 Barrie Road. Nearby, just west of the Greater Southdale District, is Cornelia Elementary School at 7000 Cornelia Drive. Edina Community Education, a program of the Edina School District, offers lifelong learning classes including foreign language instruction, art, music, computer software training, dance, health and wellness, retirement and estate planning. Minnesota State University-Mankato at Edina offers University Extended Education programs for professionals and other adults who want to advance their careers, complete a degree, or build new skill sets.

Health Active Living/Health Care Resources. The mission of the Edina Public Health Department is to protect the health and promote the general well-being and welfare of the City's residents, and to prevent disease and illness in the community. In terms of healthy living and lifestyles, the Department notes that a community's plan for housing, transportation, land use, parks, and economic development encompasses the largest factors that determine one's health, i.e. the social determinants of health are structural factors and conditions in which people are born, grow, live, work and age. The Department, housed in City Hall as part of the Police Department, provides its services citywide, with no program or facility focused solely on the Greater Southdale District.

In addition to the community health services provided through the Health Department, there are private health services and facilities serving Edina, including Fairview Southdale Hospital, a full-service 390-bed acute care center. In addition, there are numerous smaller specialty clinics and medical offices, most of which are located in the Greater Southdale District.

Public Safety/Emergency Preparedness. In terms of police protection, the Greater Southdale District is served from the main administrative office located at City Hall, 4801 West 50th Street, which houses the 24-hour Communications Center which handles 911 calls and dispatches the appropriate Police, Fire, and Emergency Medical Services (EMS) units for both the cities of Edina and Richfield. The Fire Department operates one of its two fire stations in the Greater Southdale District, Fire Station #2 which is located at 7335 York Avenue. The Fire Chief is the Director of Emergency Management.

Trends, Challenges, and Opportunities

Library Services. Hennepin County Libraries have already decided to replace the Southdale Library at its current site. The program is to demolish their current facility in the fall of 2019, and to open their new library in the summer of 2021. The new building would be built on half of the site, in the north portion, with the southern portion to be sold for redevelopment. The development plan includes a trail connection to Adams Hill Park. At this time, there is no plan for possibly integrating other community services within the library or at the site to be sold.



The Edina/Grandview Library, located at 5280 Grandview Square, shares facilities with the Edina Senior Center. There is also a dedicated space for children's and teen's events and programs. Art is included both inside and outside the library building in a variety of media. With the growing senior population in Edina, and the likelihood of that growth locating/relocating to the Greater Southdale District, there is an opportunity to establish a similar multi-generational learning and activity center as part of the new Southdale Library.

Education. Neither Edina School District nor Richfield School District foresee the need, in the next ten years, for additional school facilities to accommodate the growing population in the Greater Southdale District. However, they will continue to monitor enrollment.

Lifelong Learning. Vision Edina 2015 noted that Edina has continued to evolve as a highly engaged community, where residents share the responsibility for decision-making. However, it also noted that while Edina Public Schools and other local institutions adeptly provide K-12, lifelong learning and other cultural education opportunities requires leadership from a variety of community institutions to ensure that lifelong learning opportunities that currently exist are augmented to respond to the changing needs of an increased and diverse resident and workplace population in the Greater Southdale District.



Healthy, Active Living. Nearly half of Edina's population is over the age of 55. The 65+ population in Hennepin County is projected to grow by 71 percent between 2016 and 2040. These individuals seek changes in lifestyle to reflect their shifting family responsibilities, reduced workloads, and expanded recreational, educational, and cultural interests. Baby boomers are aging more actively than previous generations. Edina remains a strong community for attracting families. Providing opportunities for both an aging population as well as engaging youth and families will be a challenge. The Greater Southdale District affords a great opportunity for new and expanded programs and facilities for civic participation, active and passive recreation, and social interaction to facilitate health and wellness in its aging population, as well as teaching healthy habits and developing self-esteem in our community's youth.



Public Safety/Emergency Preparedness. With population growth, demographic changes, an aging population, changing workforce considerations, and growing diversity not only in Edina generally, but in the Greater Southdale District which will experience most of impact of these changes, maintaining adequate response times for public safety functions will grow in importance. There will be the challenge and the opportunity to explore and innovate new methods for providing public safety in a more urban, higher intensity, higher density mixed-use area.

District Services and Facilities Goals and Policies

Goal #1: Ensure that an appropriate range of community services and facilities supporting the Greater Southdale District's population will be made available commensurate with its evolution.

Goal #2: Ensure that community services and facilities reflect the age and ability demographics of the District.

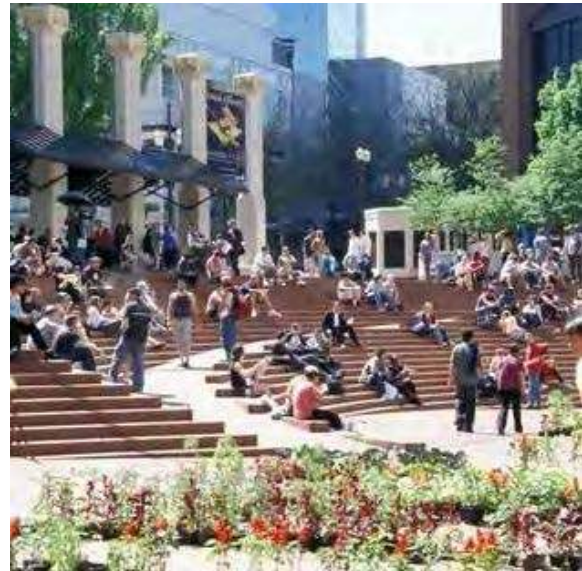
Goal #3: Ensure that programs and services will be available in the district through the City and in cooperation with other service providers to serve the District's changing needs and population.

Goal #4: Encourage a location and design for a regional library in ways that match the pattern and character of the Greater Southdale District's evolution.

Goal #5: Encourage opportunities for lifelong learning and education that will meet the needs and interests of the district's and community population through facilities that are prominent in the experience of the District.

Goal #6: Apply principles and best practices of sustainability in the design and programming of public facilities.

Goal #7: Ensure that response times for public and life safety services will at least maintain current thresholds as the Greater Southdale District evolves.



Policy #1: Develop a “District Services Strategy Plan” for the Greater Southdale District to guide the establishment of services, programs, and facilities addressing the social, health and wellness, recreational, cultural, and educational needs and interests of the Greater Southdale District population.

Policy #2: Partner with Hennepin County Libraries, the Edina School District, the Richfield District and with developers to create new or improved district facilities that facilitate greater efficiencies in land use, energy, and resources.

Policy #3: Assist Edina School District and Richfield School District to identify co-location and/or leased space, as determined by their processes, with public facilities within the Greater Southdale District.

Policy #4: Expand adult education in the Greater Southdale District, exploring possible partnerships with the Edina and Richfield school districts, employers, post-secondary institutions.

Policy #5: Provide services and programs through facilities located in all private development where needed to serve district and community needs.

Policy #6: Create a joint Police/Fire facility in the Greater Southdale area to address call load and to maintain current response times.

Policy #7: Employ methods of policing aligned with the changing needs and character of the Greater Southdale District.

Policy #8: Utilize reserve officers as “ambassadors of the Greater Southdale District” and as needed for events and as circumstances merit, to lend a greater sense of public safety in the Greater Southdale District.



Policy #9: Establish review of development proposals that includes consideration of Crime Prevention Through Environmental Design (CPTED) strategies.



4.7 Sustainability and Water Resources

Introduction

The Environment chapter of the 2018 Comprehensive Plan articulates a citywide perspective on the factors that act upon a community and ultimately determine its form and survival, including the impact that humans have on natural resources, referencing **Vision Edina 2015**: “Community residents and stakeholders believe that Edina can take an active and ambitious internal and regional leadership role in embedding environmental stewardship principles through actions such as promoting more comprehensive recycling, smart building and energy efficiency practices.” That chapter also addresses sustainability on a citywide basis, and responds to the question: Why is developing an approach to sustainability and resilience important?

This chapter of the Greater Southdale District Plan draws upon that larger perspective and policy context to provide guidance for managing environmental change through sustainable practices and initiatives within the Greater Southdale District, with a sharper focus on:

- Energy Use/Efficiency Alternatives
- Open Space System and Tree Canopy
- Multimodal Transportation Network
- Water Resources

Sustainability and Resilience

The terms sustainability and resilience often get used interchangeably, but they are actually two distinct concepts:

- Sustainability: Meeting the needs of the present without compromising the ability of future generations to meet theirs
- Resilience: Ability to respond to shocks and disruptions while maintaining integrity and purpose

There is an active debate as to which is more applicable for community planning: sustainability, which focuses on a long term, holistic vision for an area, or resilience, which more directly acknowledges that the world is messy and complicated, and focuses on preparing for disruption. This District Plan considers both as important and relevant.

Overall District Vision

As Southdale Center was innovative in the past, the Greater Southdale District could become a precedent-setting model of how a fully-developed area can function as an integrated system with broader community benefits and a forward-thinking way to support human activity and interaction. This aligns with Vision Edina 2015 which articulates the individual and collective responsibility the Edina community has toward good environmental stewardship. The vision for sustainable systems for the Greater Southdale District points to the following commitments:

1. Maximize environmental benefits of a developed area by handling necessary functions in a way that minimizes impacts on the natural environment, conserves resources, and restores natural systems;
2. Become a precedent-setting model for district systems function, efficiency, integration, and innovation; and

3. Integrate functions across all areas of sustainability – natural, social, economic, and built environments.
 - **Natural** systems, where natural resources and ecological functions are protected, enhanced and connected throughout the district and into the surrounding area,
 - **Social**, where a wide range of people can connect and interact in community settings and experience a high quality of life, health, and wellness,
 - **Economic**, where a forward-thinking and diversified economic base is prepared for ongoing changes and shifts, including in technology, and
 - **Built**, where the buildings, structures, and public realm function together to create a unique and appealing place that invites residents, employees, customers, and visitors to come and stay awhile.

Trends, Challenges, and Opportunities

As a fully developed area with multiple ownerships, redevelopment will necessarily be incremental, and will be partially dependent on the decisions of individual property owners and developers. However, because the transformation of the Greater Southdale District will involve redevelopment from low-moderate densities and single-use sites to higher densities and mixed-use, this change will enhance the feasibility and effectiveness of district-wide initiatives. Implementation will depend on a shared vision for the community amongst stakeholders, and ongoing commitment to this over time.

The right approach for implementation will depend on evolving best practices and possibilities. The approach will need to be flexible regarding specific strategies, to maintain a competitive and innovative edge. Public and private cooperation and financial investments will be required.

This district is part of a much larger area, with significant transitions between uses, intensity, jurisdiction, character, and function. In addition to a focus on the main district area, there is a need to ensure that the seams in these transitional areas are managed to strengthen connectivity while maintaining unique identity.

Energy Use/Efficiency Alternatives: The district is already home to several massive energy users (e.g. Southdale Center and Fairview Hospital). The Greater Southdale District Plan calls for transforming the District’s suburban environment to a more urban one in terms of intensity of use, density of development, and character. Any improvements to energy efficiency – even incremental – could provide significant environmental benefits, as well as economic. A district energy system for all of the Greater Southdale District, or more realistically, a series of district energy systems for sub-areas, would be not only more efficient than the current situation, but would also support and augment the vision for the District.

Open Space System and Tree Canopy: Open spaces add value in terms of livability, ecology, public health (mental and physical), and aesthetics. Trees in these spaces have additional benefits, including improving

air quality, buffering noise and light impacts, reducing energy use, and providing habitat. There is an opportunity in an area as large as the Greater Southdale District to create “ecological parks and public realm” that incorporate new stormwater management systems while creating multi-functional community open spaces, civic spaces for informal gathering and community interaction that also educate the public about environmental stewardship.



BEST PRACTICES: Thornton Place development in Seattle daylighted a 60-inch stormwater pipe to create a 2.7-acre water quality channel/modified biofiltration swale and a welcoming public open space as well as a front yard for the private commercial and residential uses that flank it. This facility removes sediment and pollutants from a 680-acre drainage area.

Multimodal Transportation Network: As a major regional destination, and because of its ongoing transformation into a more urbanized district, the Greater Southdale District needs to have an integrated approach to transportation to efficiently manage the movement of people and goods. Additionally, opportunities to reduce single-occupant vehicle travel will yield environmental benefits. Evolving technology in transportation (e.g. autonomous vehicles, consumer products delivery by drone) calls for flexibility to accommodate changes in technology, vehicle types, and traveler behavior (app-based ride hailing services). The system for accessibility will need to balance mobility (transportation) and proximity (land use). Parking demand will likely decrease in the future. While surface parking lots are easily convertible to different uses, building parking garages for current demand, including those built for shared district parking, while preparing for the future will require new designs – called “future-proofing” – so that the garage has the design flexibility to be converted to accommodate new uses.

Overall Sustainability Goals and Policies

Goal #1: The Greater Southdale District will be a model for ecological health, sustainability, and environmental stewardship.

Goal #2: The Greater Southdale District will have a public realm infrastructure that lends a unique identity to the district and supports a remarkable daily experience.



BEST PRACTICES: The 25-acre Arbutus Neighborhood (former brewery and factory site) in Vancouver, Canada features a 3-acre linear park/greenway system as part of a series of pedestrian routes, including pedestrian-oriented lanes based on the European “Woonerf” model, serving a population of 2,100 in 1,450 residential units.

Goal #3: The Greater Southdale District will employ mutually-supportive and forward-looking infrastructure serving more than single sites.

Goal #4: The Greater Southdale District will promote pedestrian and bicycle movement, shared parking and transit use, reduced reliance on personal passenger vehicles, and other methods of managing and balancing travel within the district, while recognizing the extreme seasonal variability of temperature and precipitation characteristic of our community, and the mobility issues and requirements for the disabled.

Policies

Our approach to realizing the goals recognizes the following:

- Incremental change will require and be dependent on many decisions of many stakeholders, both public and private.
- There is a need for continuous buy-in on the shared vision for sustained implementation.
- Best practices are still evolving. Flexibility is needed to respond to change.
- Public and private cooperation and investment is required.
- Transitions and seams, not buffers, within the district and to surrounding areas are essential.

Policy #1: Establish and maintain methods for monitoring and managing energy use and environmental factors aimed at improving the sustainability and resilience of the Greater Southdale District, with proposals for change incorporated and evaluated for their positive benefits as they are reviewed by the City.

Policy #2: Establish requirements for sustainable building design, site design, and construction practices that will be applied to building or site development projects in the Greater Southdale District.

Policy #3: Undertake local energy planning to develop a strategy to implement a core integrated utility system which could be built on as the Greater Southdale District matures over the next several decades.



BEST PRACTICES: The Southeast False Creek Neighborhood Energy Utility, Vancouver, Canada's first renewable district heating system, recycles waste heat captured from sewage and waste water to provide heating and hot water to buildings in the 110-acre Southeast False Creek area thereby reducing greenhouse gas emissions with renewable energy sources

Policy #4: Require individual development projects to be district-wide system ready so that they can be connected once these systems are established.

Policy #5: Provide care and maintenance to ensure the presence and perpetuation of a walkable and attractive public realm throughout the Greater Southdale District.

Policy #6: Establish shared publicly-accessible parking to optimize parking capacity across the Greater Southdale District. (See also Transportation and Mobility chapter)

Policy #7: Establish points of landing, or a mobility hub, for peer-to-peer ride sharing and delivery that encourages gathering at the intersection of the Greater Southdale District's transportation and public space networks. (See also Transportation and Mobility chapter)

Water Resources: Stormwater Management

Introduction and Current Context

The 2018 City of Edina Comprehensive Water Resources Management Plan addresses current and future stormwater management issues, especially those related to future development and redevelopment. That plan addresses storm water runoff management and flood control, water quality management, and wetlands protection. The following discussion, focusing on these two drainage areas, was extracted from the **City of Edina 2018 Comprehensive Water Resources Management Plan**.

The Greater Southdale District lies within two drainage areas: Lake Cornelia/Lake Edina/Adam's Hill and Nine Mile Creek South (see maps below: Fig. 7-2 and Fig. 8-2 from the **Management Plan**)

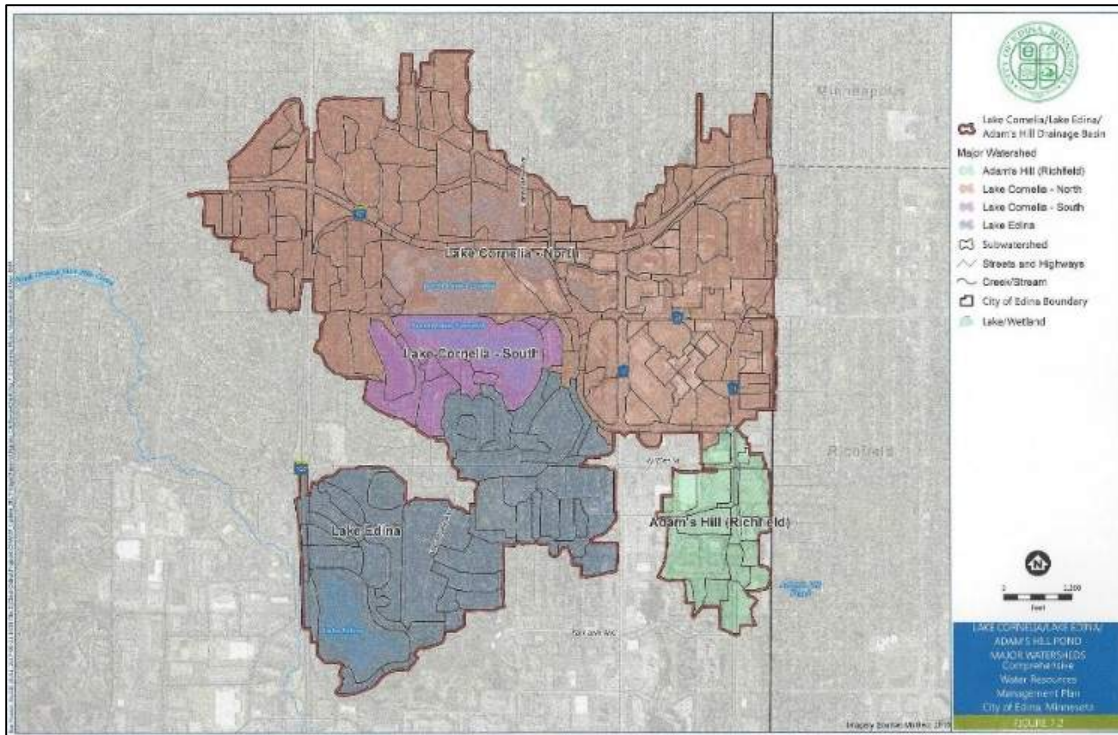


FIGURE 7-2: Lake Cornelia/Lake Edina/Adam's Hill Pond Drainage Basin

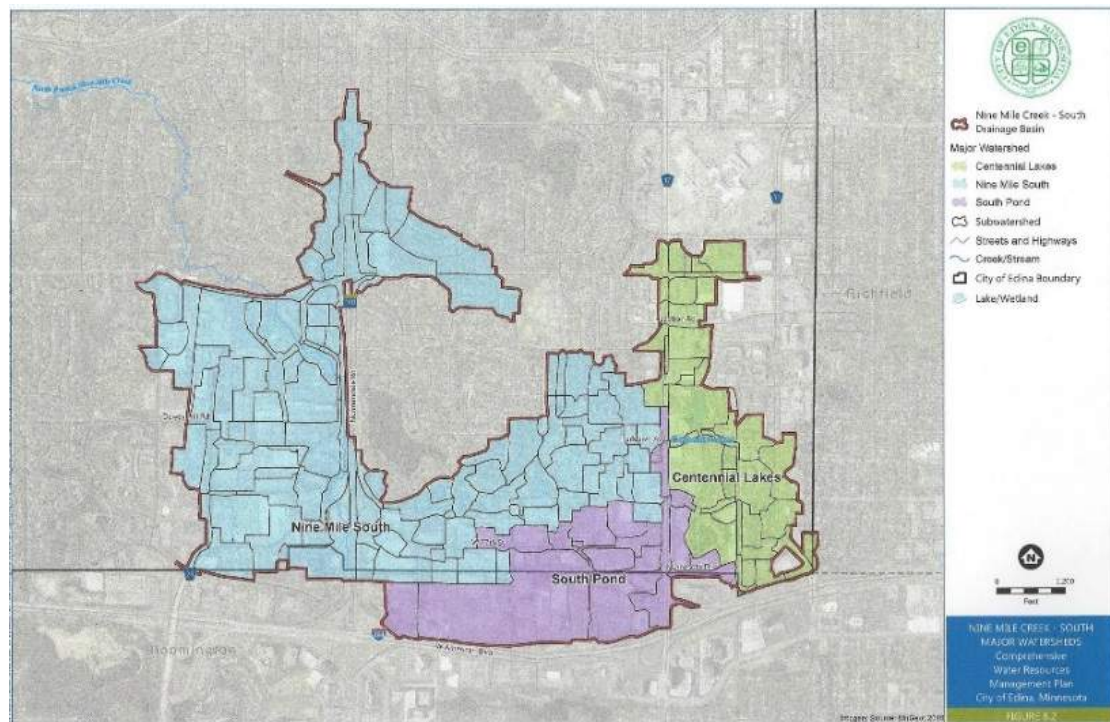


FIGURE 8-2: Nine Mile Creek-South Drainage Basin

Lake Cornelia/Lake Edina/Adam's Hill – North Lake Cornelia and Adam's Hill Drainage Patterns. North Lake Cornelia has a large watershed, encompassing 863 acres. The North Lake Cornelia watershed has been delineated into 162 watershed and is characterized by several ponding basins within the watershed. Land use within this watershed comprises a large commercial area (including the Southdale Shopping Center), portions of TH 62 and TH 100, residential areas (high and low density), parks, wetlands, and open water. The majority of the runoff from the highly impervious commercial areas drains through France Avenue and West 66th Street storm sewer system and discharges into the Point of France pond, located just northeast of the West 66th Street and Valley View Road intersection. The Point of France pond drains to the Swimming Pool Pond west of Valley View Road, which typically drains to North Lake Cornelia. During large storms, such the 1-percent-annual-chance event, when Lake Cornelia nears its capacity, the Swimming Pool Pond will flow northward through two 60-inch culverts located under TH 62 that connect the Swimming Pool Pond with the Brookview Pond, just north of TH 62. An outlet control structure on the north side of this pond allows flows to the north into Lake Pamela when the water elevation reaches 863.3 feet.

Adam's Hill Pond drainage area includes the 108-acre area with the City of Edina that drains to the Adam's Hill Pond in Richfield. The outlet from Adam's Hill Pond is a pumped outlet that discharges 10cfs to Centennial Lakes.

Nine Mile Creek South – Centennial Lakes Drainage Patterns. The stormwater system within this drainage area comprises storm sewers, ditches, overland flow paths, wetlands, and ponding basins. The Nine Mile South drainage basin has been divided into several major watersheds based on drainage patterns. The 208-acre Centennial Lakes is located in southeast Edina and drains to Centennial Lakes. The watershed is bordered by West 69th Street on the north, West 78th Street on the south, France Avenue on the west, and York Avenue on the east. Runoff from France Avenue between West 69th Street and just south of Gallagher Drive drains to Centennial Lakes. France Avenue drainage south of Gallagher Drive flows to the South Pond. The watershed is characterized by mainly commercial and high-density residential land use. Centennial Lakes span 9.5 acres, stretching south from Gallagher Drive to Minnesota Drive, and receives runoff from the direct watershed as well as flow from Adam's Hill Pond (10cfs).

Trends, Challenges, and Opportunities

Lake Cornelia/Lake Edina/Adam's Hill – North Lake Cornelia and Adam's Hill Recommended Improvement Considerations. The 2017 hydrologic and hydraulic modeling analyses identified several locations within the Lake Cornelia, Lake Edina and Adam's Hill drainage basin where the 1-percent-annual-chance level of protection was not provided by the stormwater system. In the Valley View and Southdale Road Neighborhood a significant local depression exists along Southdale Road south of West 68th Street, extending westward to Dawson Lane and eastward to Valley View Road. The 1-percent-annual-chance flood elevation for this area (866.6 feet) inundates Dawson Lane, Southdale Road and Valley View Road, portions of which would be under more than 2 feet of water which may impact up to 28 principal structures.

The flooding problem in this area is primarily related to the capacity of the existing storm sewer system. Additionally, surface overflows from Valley View Road occur at West 68th Street, contributing additional runoff to the low area along Southdale Road. Proposed solutions to the flooding problem are to reduce or eliminate inflow from Valley View Road and to increase the discharge capacity from the Southdale Road low area. Other flood improvement measures, contingent on proposed and future development east of Valley View Road and throughout the larger area, are possible. If capacity and/or storage is available, additional storm sewer could be installed to connect the Southdale Road low area to the Valley

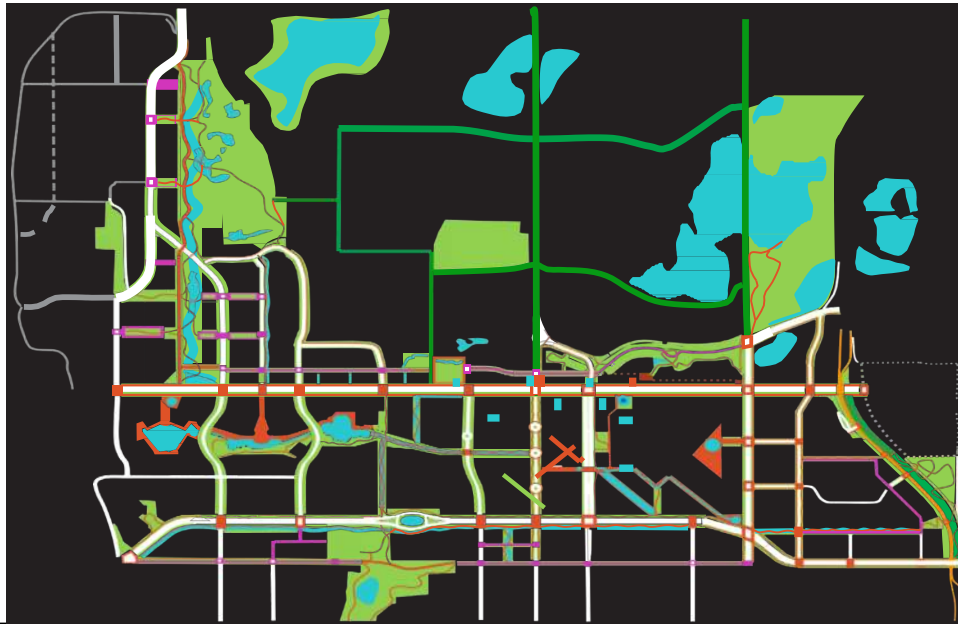
View Road storm sewer system, draining this area to North Lake Cornelia. Raising the surface overflow elevation from North Lake Cornelia to South Lake Cornelia along West 66th Street is another option for consideration, as this could reduce the flood elevation in South Lake Cornelia.

Nine Mile Creek South Recommended Improvement Considerations. Water levels in the lake are controlled by a 25-foot long weir structure at elevation 838.04 feet, with a 60-inch pipe that conveys runoff to the Border Basin (SP_1) and eventually to the North Fork of Nine Mill Creek. Modeling results indicate that during the 1-percent-annual-chance 24-hour storm event the peak flood level is 842.3 feet.

The storage options around this area are limited and the overall capacity of the outlet could be enlarged to pass more water through the system. However, current flood levels downstream are already elevated and increasing drainage capacity from Centennial Lakes Park may cause further impacts downstream. It is recommended that a survey be conducted to determine low entry elevations for structures adjacent to Centennial Lake. Given the existing flood issues downstream of Centennial Lakes and limited potential for upstream storage, flood-proofing may be the most appropriate strategy to address flood risk in this area. It appears that the structures along the north part of Centennial Lakes have a minimal number of entry locations directly adjacent to the lake; flood proofing may not be necessary in this area. Toward the south end of Centennial Lakes, there are several structures with low entries facing the lake. A 3-foot floodwall around the lake would provide approximately 1 foot of freeboard above the 1-percent-annual-chance flood level.

Additional storage could also be created in Centennial Lakes by drawing the lake down during dry periods in anticipation of storm events. This could be accomplished in a number of ways. The current weir structure could be modified to include a small orifice below the existing weir crest. The orifice could be fitted with a gate valve for periodic use if preferred. Alternatively, the valve could be fitted with automatic controls that are based on weather prediction. Another approach could be periodically pumping the lake level down using a small lift station near the outlet, which could be controlled manually or automatically based on weather prediction.

In terms of a more holistic approach, one characterized by integrating several complementary District Plan goals for the Greater Southdale area, there is an opportunity to redefine the way stormwater is managed by creating a districtwide amenity, rather than primarily addressing it on a site-by-site basis. This blue-green amenity could unify the overall experience of pedestrians and cyclists through parks and along streets.



Map graphic from Design Experience Guidelines suggesting new 'blue' network district system, creating a district-wide amenity for unifying the overall experience of pedestrians and cyclists through parks and along streets.

Stormwater Management Goals and Policies

The City of Edina 2018 Comprehensive Water Resources Management Plan outlines three citywide overall goals:

1. Provide storm water runoff management and flood control.
2. Provide water quality management for the water bodies throughout the city.
3. Provide wetland protection throughout the city to achieve no net loss of wetlands, including acreage, functions, and values.

The City's master plan outlines an implementation program that identifies programs and improvements, as well as cost estimates for budgeting purposes, to achieve the desired 10-year level of service. Policies and prioritization of projects will occur as part of the forthcoming Flood Risk Reduction Strategy and Clean Water Strategy.

The Flood Risk Reduction Strategy will focus on identification and prioritization of flood reduction efforts. This strategy will seek to maximize cost effectiveness and capitalize on coinciding opportunities, such as planned street reconstruction, redevelopment, availability of land, and other planned infrastructure.

The Clean Water Strategy will address the City's approach to meeting the pollutant reduction targets, determine pollutant load reduction targets for non-degradation of water bodies, and identify regular "good housekeeping" stormwater practices and clean water improvement projects. As with Flood Reduction Strategy, the implementation strategy for clean water will be developed in coordination with street reconstruction projects, redevelopment, and other opportunities including partnerships with other entities such as private land owners, watershed districts, non-profit organizations, or other government entities.

While recognizing that storm water management planning is done on a citywide basis, nevertheless there can be goals and policies that respond to the reality that much of the growth and change in Edina will take place in the Greater Southdale District, within the Lake Cornelia/Lake Edina/Adam's Hill and Nine Mile Creek drainage areas.

Stormwater Management Goal #1: Make water the defining feature of the public and publicly-accessible realm and identity of the Greater Southdale District.



BEST PRACTICES: Stretching for three city blocks, Union Plaza/Antelope Valley Flood Control Project is a six-acre park in Lincoln, Nebraska that features public art, fountains, a 200-seat amphitheater, children's play area, an overlook, trails, and a meandering waterway.

Policy #1: In collaboration with the Parks and Recreation Department, study the feasibility of incorporating stormwater management/daylighting as a major and defining feature of a new Central Park (Connection to Centennial Lakes) in the northern portion of the Greater Southdale District.

Policy #2: Invest in sustainable technologies for stormwater management.

Policy #3: Manage stormwater runoff as an amenity, utilizing the public realm for shared storage by leveraging potential efficiencies in spaces connecting public and private lands.

Policy #4: Make attractive blue-green streetscapes that connect business district plazas, public/community facilities, neighborhoods, parks, and other gathering places, with greenery, streetside planters, rain gardens, and/or swales that capture stormwater runoff.

Water Resources: Sanitary Sewers

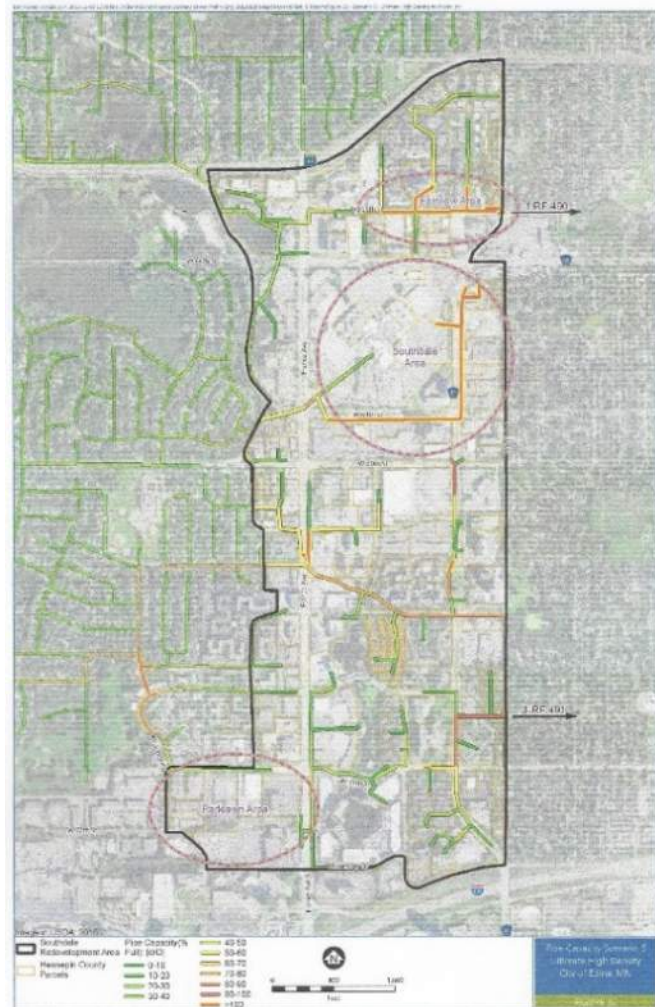
Introduction and Current Context

At the request of the City of Edina, **The Southeast Edina Sanitary Sewer – Preliminary Engineering (April 2017)** was prepared by Barr Engineering to assist with planning of their sanitary system to address possible needs that may arise from redevelopment occurring in southeastern Edina. The following discussion are highlights and conclusions from that report.

The Barr report notes that the Southdale area has grown as redevelopment has shaped the area into a more vertical environment. It points out that numerous one-story buildings and surface parking lots are being replaced by multi-level buildings that are increasing population density and adding load to the City's sanitary system. The Barr study evaluated and assessed the capability of the City's sanitary system to meet changing loads.

Trends, Challenges, and Opportunities

Redevelopment projections provided Barr with information on ultimate low-, medium-, and high-density build-outs. Barr then developed redevelopment scenarios to determine needed any needed sewer infrastructure. In an effort to be conservative with the preliminary engineering, Barr and City staff selected the ultimate high-density redevelopment scenario to develop improvement alternatives.



- Development fees are paying for new infrastructure.
- Infrastructure decision-making has a long-term outlook.

Sanitary Sewers Goal

Sanitary Sewers Goal: The Greater Southdale District will employ sanitary sewer and water service to balance service and demand resulting from the district's evolution while reducing risk through planned renewals of infrastructure.

Water Resources: Water Supply

Water Supply Study expected to be completed by Fall, 2018.

Greater Southdale District Plan



Chapter 5 Implementation

5. Implementation

TO BE COMPLETED